DOCUMENT RESUME

ED 277 198 EC 191 705

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TITLE Evolving Organizational Structures in Special Education.
INSTITUTION Arizona State Univ., Tempe.; Council of Administrators of Special Education, Inc.; Indianapolis Public Schools, Ind.; Indiana Univ., Bloomington.; University Council for Educational Administration.
PUB DATE 85
NOTE 95p.; A product of the Program Center for the Study of Leadership Behavior and Field Practice in Special Education Administration. Some charts contain small print.
AVAILABLE FROM The Council of Administrators of Special Education, Inc., Indiana University, Education Building #226, Bloomington, IN 47405 ($10.00 for CASE members, $17.00 for non-members).
PUB TYPE Information Analyses (070) -- Reports - Descriptive (141)

EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS *Disabilities; *Educational Administration; *Educational Trends; Elementary Secondary Education; Informal Organization; *Organizational Change; *Organizational Effectiveness; Organizational Objectives; School Districts; *Special Education; Urban Education

ABSTRACT

The monograph addresses evolving organizational structures in special education from the perspectives of theory and practice. The initial paper, "Issues in Organizational Structure" (D. Sage), focuses on how the multiple units and operations of the special education system should be related and how the management authority and responsibility for those operations are established and executed. Four case studies follow: "Overview of Organizational Structures within the Milwaukee Public School System's Exceptional Educational Program 1975-1985" (W. Malloy); "The Organizational Change of Special Services in an Urban Center: A Case Study" (V. Johnson); "Evolving Organizational Structures in Special Education: The Madison Example" (L. Gruenewald, R. Loomis); and "A Retrospective and Prospective View of the Minneapolis Public Schools" (K. Kromer). "Organizational Change Processes" (L. Burrello) discusses informal organizational structures, lists properties of organizational health (e.g., goal focus, cohesiveness, morale), analyzes processes described in the case studies, discusses interorganizational theory, and suggests local district approaches to effecting organizational change. The final two articles "Reflections on Evolving Organizational Structures" (J. Frymier) and "Evolving Organizational Structures: A Summary (E. McCarthy) summarize major themes presented in the case studies and other papers. (JW)

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ED277198

Evolving Organizational Structures in Special Education

A Monograph Supported by

The University Council for Educational Administration

Program Center for the Study of Leadership Behavior and Field Practice in Special Education Administration

Indiana University and Arizona State University

in cooperation with

The Council of Administrators of Special Education, Inc. and

The Indianapolis Public Schools

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Introduction and Preface to the Monograph

This monograph is the outgrowth of the "Joint Seminar on Evolving Organizational Structures in Special Education." Parties to the planning of this seminar have included the University Council for Educational Administration (UCEA) Program Center for the Study of Leadership Behavior and Field Practice in Special Education Administration (jointly organized at Indiana University and Arizona State University), the Indianapolis (Indiana) Public Schools Division of Special Services, the Indiana University School of Education Department of Educational Leadership and Policy Studies, and the Council of Administrators of Special Education (CASE). Primary sponsors of this seminar were the Indianapolis Public Schools and the UCEA Program Center.

The University Council for Educational Administration is a consortium of institutions of higher education in the United States and Canada which have programs for preparation of educational leaders. There are several program centers among the member institutions within the Council, the newest of which was first proposed last October—the forementioned UCEA Program Center for the Study of Leadership Behavior and Field Practices in Special Education Administration. There are four primary objectives for this UCEA Program Center, and they include:

1. To identify model practices and training programs in UCEA member institutions and cooperative local school districts;
2. To improve the quality of research in special education administration;
3. To document and analyze the leadership behavior of special education administrators during landmark periods of policy change; and
4. To stimulate and describe the administrative relationships of general educators and special educators in school districts and institutions of higher education.

Co-directors of this UCEA Program Center based at Indiana University are Drs. Leonard C. Burrello and David E. Greenburg; and co-directors based at Arizona State University are Drs. Kay Hartwell and L. Dean Webb.

This conference on evolving organizational structures is the first formal activity of this Program Center—the first of several meetings and related activities anticipated over the five years of the Center plan. The triangular purposes for this seminar are to:

A. Identify values and trends which drive changes in the way special education is organized;
B. Predict the consequences of changing organizational structures on programs, on personnel, and on students; and
C. Identify and share known promising and best practices in supervision and consultation.

The plan for this Program Center includes a series of publications in research and field practices in special education administration. The first monograph represents the fine editorial work of Drs. Eileen McCarthy (University of Wisconsin) and Daniel Sage (Syracuse University).

As the Co-Directors of the Special Education Administration Program Center we hope you find this document a useful reference and teaching tool in educational leadership training and course work.

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Selected Abstracts

Issues in Organizational Structure

Daniel D. Sage, Ed.D.

Two major issues are discussed in relation to organizational structures within the field of special education as it differs from or relates to regular education and related social services. The first issue involves the work of the system or how the multiple units and operations of the system should be related. The second issue involves control of the system or how the management responsibility and authority for operations are established and executed. General organizational effectiveness is discussed as well as the complexity of the development of an optimal design. Reactive and proactive planning is then contrasted, especially as related to the unit size and organizational principles underlying the district and/or agency. Suggested objectives are outlined leading to a planned organizational system in which special education leadership participates at all levels and aspects of an integral support system for all children.

Overview of Organizational Structure Within the Milwaukee Public School System's Exceptional Educational Program 1975-1985

William W. Malloy, Ed.D.

This paper traces the administrative and organizational changes that have taken place in the Exceptional Education Program of the Milwaukee Public Schools over the past ten years. The issues and concerns stemming from diagnostic and placement backlogs which led to an initial reorganization are discussed. Subsequent organizational changes resulting from departmental audits and input from staff and parents are then outlined. Finally, trends which could potentially result in future reorganization of Milwaukee's Exceptional Education Program are presented.

The Organizational Change of Special Services in an Urban Center: A Case Study

Vernon L. Johnson, Ed.D.

A case study is presented which examines the evolution of organizational change in an urban school district's special services program. The issues and trends which supported the change from one organizational structure to another are illustrated. Planning and reorganization issues are offered as well as reflections following the change.

Evolving Organizational Structures in Special Education The Madison Example

Lee J. Gruenewald, Ph.D.
Ruth Loomis, M.S.

A case study is presented on the development of an evolving integrating organizational structure of special education in the Madison Public Schools. The rationale, major beliefs, and issues and dilemmas leading to this change are then outlined. Eight primary events that led to the change are explained and the six major objectives related to the goal of the instructional program are highlighted. Future concerns that could have an impact on an integrating instructional program are discussed as well as what the district has learned following this change.

Evolving Organizational Structures in Special Education: A Retrospective & Prospective View of the Minneapolis Public Schools

Keith Kromer, Ph.D.

A case study is presented that analyzes the historical evolution of organizational change of special education in the Minneapolis Public Schools. Four phases are described on the values, philosophy, leadership style and/or skills of the presiding Superintendent and/or Director of Special Education, characteristics of the student population, district finances and parent/community/Board of Education expectations present during a particular phase. Highlighted is the fourth phase which describes the author's tenure as Director of Special Education. The issues and trends, need for change, and opportunities and constraints related to the new organizational structure are discussed. Reflections and learnings following the change conclude the article. The latter part of this paper is organized in the form of responses to specific questions asked of the authors prior to the conference.

Organizational Change Processes

Leonard C. Burrello, Ed.D.

A description of organizational change and evolution in special education is discussed. The informal organization is presented as a more useful and powerful explanation of what has been observed. Miles' properties of organizational health serve as the model and the barometer for organizational deviation and change. A set of inter-organizational strategies is suggested as one way to better understand the focal organizational responses and changes to internal and external entities. Strategies useful to leadership in special education to bring about organizational change are then suggested.

Reflections on Evolving Organizational Structures

Jack Frymier, Ph.D.

Reflections of the two-day conference are summarized. The case study presentations are related to the key elements of events, people, ideas, and processes over time. In light of the discussions concerning these case studies, the Constitution is related to the organizational structures. Five generalizations or considerations are presented.

Evolving Organization Structures: A Summary

Eileen F. McCarthy, Ph.D.

This paper summarizes the collection of papers presented in these proceedings. Dr. McCarthy has identified several persistent themes which seem to have been present in a number of the case studies. The issues of territoriality, enrollment imbalance, categorical de-emphasis, centralization and backlash are discussed.

Issues in Organizational Structure

Daniel D. Sage, Ed.D.

In the field of special education, the question of how the enterprise should be organized has been subject to certain longstanding dilemmas as well as to some rapidly changing legal and philosophic trends. The perennial ambiguities concerning the scope of special education—that is, the boundaries among special education, general education, and other human service functions, are manifest in the search for optimal organizational structures to administer the enterprise. A fundamental question is the degree to which special education should be seen as unique and therefore differentiated from other human services or as only a minor variant within the broad scope of education and related social services. A secondary question to be addressed, irrespective of the answer to the first, concerns whether the enterprise is primarily focused on instruction (and variations within that function) or on a variety of support services to the broad range of habilitation, of which instruction is only one (though very important) part. Both questions bear heavily on how special education is organized at various times and places.

Furthermore, the question of organizational structure is of interest at various levels of the total societal system. At the grass-roots level, where direct service providers are face to face with clients (not limiting the consideration solely to teachers and children), the issue of how these personnel relate to others in the immediate system is a matter of organizational concern. Among the various units comprising a local service system, for example, a school district or combination of local agencies, the structure has a major influence on how planning, communication, and all other administrative functions are executed. The issue remains relevant at higher levels of government—the state agencies responsible for education and certain other social services, as well as those at the federal level. Whether considering the supervision of a speech therapist employed in a regular elementary school or the organization of cabinet level departments of the federal government, there are similar structural issues that are important to effective operation.

While ambiguities regarding the scope and purpose of special education have always existed, thereby leaving the issue of optimal organization poorly and variously resolved, the area of special education, no matter how it was conceived, was at one time too small to be of much concern to anyone. Only since the 1970's has the field been large enough to warrant serious thinking about structural design. In addition to rapid growth in numbers of clients, service providers, and organizational units, significant trends in philosophic perspectives, buttressed by legal developments, as well as increased pressures to educate all students more effectively, have together created a need to rationalize just how it is all put together.

Two issues that are related, though separate, come into play here.

1. How the multiple ***units*** and *operations* of the system should be related (that is, organized).

This issue involves the *work* of the system—what the organization is supposed to accomplish.

2. How the management *responsibility* and *authority* for those operations are established and executed. This issue involves *control* of the system.

Both issues require establishing some parameters.

1. What is "the system?" "the sub-system," "the unit?"
2. How are these determined?
   a) By size (the number of clients, personnel, legal entities, geography)
   b) By type of client (age, functioning status, classification)
   c) By type of service (classroom instruction, supplementary instruction, related service, medical, social work, counseling)
   d) By function (direct service, technical assistance, supervision, administration).

The primary consideration in any organizational structure is whether the existing design facilitates, permits, or hinders "getting the job done." However, "the job" may be multifaceted and it may not always be clear what the highest-priority aspects of the organization's purposes are. Within special education, in considering goals for the system, one may reasonably argue the relative merits of technical skill attainment versus social assimilation of the students involved. The argument for students is easily extended to include the question of whether these two differing goals are in fact compatible and what effect administrative structures may tend to have in enhancing either of them. To place the issue in perspective, Is the special education student's growth affected by, for example, whether the teacher is supervised by a building principal rather than by a central office special education supervisor? Or is the growth of the individual student at a particular time and place of less consequence than the impact that the supervision of the teacher might have on the way special education is perceived in the educational establishment and the community? While it may exaggerate the possible influences, this example represents one of many dimensions on which basic questions of optimal structure should be considered.

Given the primary consideration of getting the job done, a host of secondary issues becomes evident. It may be assumed that organizational structures should be calculated to facilitate at least the following:

1. Systematic program planning (comprehensive, groups, and individuals)
2. Efficient ongoing operation (day to day management)
3. Fiscal accountability (budgeting, managing, monitoring)
4. Influence on staff personnel (selection, supervision, evaluation, development, retention)
5. Effective communication among all relevant parties (professionals, clients, and public)
6. Consistent evaluation (program quality and individual student progress).

Beyond these necessary elements for general organizational effectiveness, some particular considerations for a special education service system would also probably include the following:

7. Thorough assessment of group and individual needs
8. Procedural safeguards in assessment and programming decisions
9. Least restrictive appropriate environment among program alternatives

10. Reduction of stigmatizing consequences of special classification
11. Acceptance of human variance within school and society

Given this variety of legitimate objectives to influence the structure of the service system, the development of an optimal design is understandably complex. It is not surprising that the structures are determined more often by default than by design.

Special educators can credit themselves with having led in the development of ideas that later became standard practice throughout education as a whole. The concepts of individualized instruction, certain technologies for delivering instruction in spite of unusual obstacles, and the whole philosophy of students' rights, which affect the entire educational establishment, have largely been the product of the advocacy thrust of the professionals and clients concerned with exceptional students.

In contrast, in meeting the challenge of developing organizational structures for administering programs, special educators have not been particularly creative. Considering the demand for innovative structures that the wide variety of service needs imposes, the administrative organization within most systems remains (with a few exceptions) surprisingly routine. In most cases, existing organizational structures have been the product of reactive circumstances rather than proactive planning. Especially in moderate to large-sized school systems, where special education in some form has long been established, the structure for its administration has tended to reflect the accidental presence of individual personalities to fill specialist roles and the idiosyncratic perspectives of key general organization leaders. This might be called "organizational design by chance circumstances."

Creative development, and systematic, proactive planning in organizational structure has occurred, however, where there has been the necessity of setting up entire new organizations. The driving force in such instances has been to create a viable unit within the array of a total service system. For example, the problems of rural, sparsely populated regions, where the issue has been the aggregation of sufficient population base for the provision of services, have resulted in the development of cooperative systems organized under joint agreements between school districts or intermediate education units that have at least made the question of rational administrative structure clear. In other isolated instances, such as a major shake-up in the administration of an established system, a reaction to a significant legal problem, or unusually progressive policy leadership, systems have undergone careful study and planning of improved structures. It seems clear that such instances have been relatively rare.

There are a number of factors that obviously influence rational development of organizational structures, and also the irrational happenstance that characterizes the status quo more frequently. These include:

1. Unit magnitude — the size of the governance unit that administers the service.
2. Organizational principles — the underlying philosophy or perspectives that are emphasizes as a basis for structure.

Looking at both of these factors historically, it is clear that a major concern has typically been "How to pull together a sufficiently large population base to achieve comprehensive and efficient program operation." This has involved "critical mass" as well as "economies of scale" perspectives. Everyone "knew" that a decent program couldn't operate with only one blind or autistic child in the 50 mile radius. Many organizational decisions were (and still are) based on assumptions regarding the proper number of clients to constitute an instructional unit, with the concept of instructional unit based on certain assumptions about homogeneity and pedagogy.

Furthermore, it is clear that the organizational principles emphasized tended to be associated with some *form* of classification — either a type of disability or a type of service to be provided. In either case, the classification scheme could be translated into a statistical incidence figure. For

example, the basis for organizing the system might be around the needs of severely mentally retarded children, as opposed to mildly emotionally disturbed children, as opposed to non-handicapped children. Or it might be based on segregated special schools, as opposed to full-time special classes, as opposed to itinerant speech/language services. But in either case, the determination of how to organize the delivery system and how to manage it most effectively is primarily a matter of statistical incidence.

On the other hand, a quite different organizational principle can be employed — one based on the *functions* carried out by the members of the system. Broad functional categories are immediately apparent, such as direct service versus support activities. But for greater detail one must differentiate among types of direct service — instruction, assessment, counseling, and many others. There is also a need to differentiate among types of supportive activities such as policy development, management, supervision, technical assistance consultation, and the further breakdown of many of these into more specific functions such as planning, coordinating, evaluating, and so on.

Regardless of the organizational principle that may be emphasized, there are a number of practical considerations that are perennially encountered. One, for example, involves the question of optimal centralization. While this is a particularly relevant issue for large systems, it permeates, in principle, all organizational and inter-organizational relationships.

In large school systems, where a two-layered (or more) organizational structure for general program administration is required, in moderate-sized systems where the central office-building level interaction is the issue, or in small systems where some services may be procured from another (intermediate) agency, a rationale for identifying and understanding different functions and locating them organizationally is probably helpful. The distinction that has been drawn in conceptualizing *policy* versus *management* issues may lend itself well to this question.

Looking at the scope of leadership functions associated with any organization, certain processes fall logically into the domain of the broadest, most centralized units, whereas others fit into the directly operational level. Policy development, for example, surely is a function of the central office. In contrast, personnel selection usually needs to be carried out by administrators closest to the field of action. Moving from general principles for all organizations to educational particulars, including the mission of special education, the determination of each level's processes becomes less clear. Those functions concerned with planning, development, and evaluation, could be placed at the central level, leaving decentralized units with the functions of management and direct supervision. The distinction of each level's responsibilities is blurred by the broad scope of certain concepts. For example, while planning would normally be concerned with overall long-range programmatic issues, daily operational survival also includes planning. Similarly, the evaluation process is normally concerned with programs, calling for a broad-scale central perspective, but specific units to be evaluated (for example, instructional personnel) would best be examined by leadership staff (managers) nearest the action.

According to this model, therefore, planning and policy development could be seen as related to resource allocation, curriculum, and general program evaluation occurring at the most central level. This would include budget development and staff allocation as well as inservice development of existing staff. The functions of program advocacy, public relations, and interagency liaison would also probably be best executed from the broadest central level.

At the localized level, the operational management functions would include personnel selection and assignment, personnel evaluation, case management and pupil placement, instructional supervision, resource management (including such tasks as materials and facility procurement), and consumer (parent) relations. Complete dichotomization, of course, would never be possible or desirable. Managers should not have to execute program policies they had no voice in developing. Input to policy must include the management perspective. Conversely, localized personnel should seek the counsel of central administrators as they undertake such management tasks as personnel

evaluation. The crucial consideration is that the responsibility be fixed at one level for each function, leaving as few functions as possible in an ambiguous shared domain. Even if both levels must be involved in a particular activity, the division of authority should be clear.

A major point is that there is a conventional way, in many cases probably an unconscious way, of looking at systems and the most appropriate ways of organizing them. A number of evolving perspectives, based on the expression of certain values, are giving rise to alternative considerations in organization.

It is clear that as the principle of individualization through the mechanism of the IEP has been enhanced and concurrently the values inherent in the concept of least restrictive environment have been recognized, the relative weight of the "critical mass" necessary for an instructional unit has changed. Proponents of full integration of severely disabled children have shown in many ways that it may not be so crucial to group together a number of children in order to deliver an appropriate service. Furthermore, as labels and disability classifications have been de-emphasized, the basis for organizing programs and their management has tended to move away from a focus on form toward a focus on function.

Given the trend toward increased integration, the idea of achieving authority through a separate line administration for special education is out of the question. It has been suggested that a shared authority system is most viable and that identification with instruction rather than special services provides the firmest anchoring of the program within the mainstream. On the other hand, models have been developed that conceptualize special education as a broad, supportive service for all students and implement that concept by encompassing the various units of the organization that deliver the entire continuum of services. It is this type of structure that suggests the best promise for the future.

Examples of school systems that attempted to incorporate these general principles, with a number of variations,have been given in an earlier work.[1] In each of the systems presented at that time (Madison, Wisconsin; Minneapolis, Minnesota; Houston, Texas; and Boston, Massachusetts), some important common elements were noted. In those instances, a change was made to (1) reduce the emphasis on segregated programs and establish a more complete range of services along an entire continuum and (2) discard the medical categorization or specific defect approach to service delivery and emphasize an ecological, systems-based approach to instruction, supervision, and overall management. These examples were cited because they represented some of the most progressive, and deliberately planned, efforts at organizational change. In the first three, the movement occurred in the early 1970s, well ahead of the broad-scale policy awakening and was truly "on the cutting edge." The Boston example occurred slightly later (1976-1979), and the changes were driven by more overt reactive forces. It was the product of a most extensive planning effort, and encompassed a composite of issues and principles that are worthy of study.

The blending of the instruction process with the assessment process has also suggested a different way of organizing. Furthermore, consultation, with parents and with other (regular) teachers blurs the lines of demarcation between functions that might have been a basis for a choice in organizational structure.

The School Based Support Team, as conceptualized by Jerry Gross in New York City (however rocky its implementation proved to be) demonstrates an example of a different type of structure. A similar concept has undoubtedly been developed in other, more receptive venues. The major consideration is that there now is a developing basis for organizing that can reflect social and ideological consistency as well as rationality in service delivery, as opposed to letting the structure be shaped by the way decision makers in the system have happened to view human variance and its management.

If conclusions can be drawn from this discussion of organizational principles and the examples to be found in recent practice, it should be clear that there is belief that special education assumes

a broad role in the leadership of school system functions. Individualization of instruction, essential for students with special learning needs, can and should be expanded to all students. Much of the needed instructional service must be carried out within the mainstream, but teachers need assistance in the rapid assimilation and application of information as well as alternative ways to meet the multiple and diverse needs of the students.

The complexity of the task is indisputable. The educational system has been too fragmented and unorganized to meet the challenge. The problem of students who are failing in regular programs has resulted in duplication of remedial, compensatory, vocational, and special education efforts. The regular staff has been alternately threatened by and disappointed with the delivery of alternative programs for students with special needs. To confront the problem, there is a need for planning and evaluation, personnel training, and research and development. Special educators should play a major role in developing and implementing these functions. But this cannot be done without attention to organizational relationships.

Special education should be reorganized as an integral support system for all children. This must begin with reinforcing the school's responsibility to service all children. Initially, the shared or centralized responsibility of special education demands a change in role and function. If the schools are responsible for serving all children in the least restrictive environment, school administrators must assume the responsibility to organize, operate, and evaluate all programs for all children at the district or building level. Special educators should then plan, organize, and evaluate their contribution as a support system to the regular administrative and instructional staff. The organization should help special education to:

1. Provide support and assistance to regular education personnel to help them teach and organize instructional services for handicapped students and others with special needs;
2. Establish direct services that allow for the unique learning and behavioral needs of students in the least restrictive environment;
3. Set up a building-based team effort of parents, students, and professionals for the planning and placement of handicapped students;
4. Initiate alternative settings and services at the building and district levels;
5. Provide for evaluation of students' progress and decision points for exiting from various programs and services;
6. Enable professional staff development to increase teacher and administrator competencies;
7. Develop a field-based action research program that tests the application of basic learning principles to instruction, behavior management, and mental health of students, parents, and professionals;
8. Negotiate and obtain external participation in other state and community agencies for the support of instructional programs, mental health services for children, and social welfare services for parents and children;.
9. Provide direct consultative services to parents and students to assist them in becoming better participants in the educational planning process; and
10. Apply criteria derived from consideration of due process and least restrictive environment to all individual educational planning and placement alternatives developed at the building or district levels.

Achievement of these objectives calls for an organizational structure in which special education leadership operates on two levels and permits dual authority within parts of the subsystem.

In policy matters, the special education administrator must participate in all aspects of the system. At the management level, the locus of operation should not be limited to particular special programs; authority must be shared with the mainstream personnel. While it takes much more than an organization chart to achieve this, and informal relationships, personalities, and idiosyncrasies will play a part, the concept must be legitimized and officially endorsed if it is to occur at all.

Notes

1. Leonard C. Burrello and Daniel D. Sage, *Leadership and Change in Special Education* (Englewood Cliffs, N.J.: Prentice-Hall, 1979).

Overview of Organizational Structures Within the Milwaukee Public School System's Exceptional Education Program 1975-1985

William W. Malloy, Ed.D.

Historically, the Milwaukee Public School system has been the bellwether of major school systems attempting to provide educational programs for handicapped children. The first exceptional education program was established for the deaf and hard of hearing students in 1885. Subsequently, programs for the blind, physically handicapped, and retarded were initiated prior to 1915. The period from 1915 until 1975 witnessed a burgeoning number of exceptional education programs in the areas of emotional disturbance, learning disabilities, and speech or language disabilities. Currently the school system serves 9,000 handicapped students, unduplicated count within a comprehensive array of educational and supportive service programs.

In spite of the above accomplishments, the Department of Exceptional Education experienced considerable criticism during the period of 1975 to 1979. The criticism focused on a plethora of organizational problems associated with an administrative structure that was devoid of a fixed point of accountability for the rapidly escalating number of students being placed on waiting lists for diagnosis and exceptional education programming (Chart I). This situation was exacerbated by a number of mandates (Chapter 115 Wisconsin Statutes, P.L. 94-142, and Section 504) demanding equity for the handicapped. Consequently, the school system was unable to swiftly address the following requirements of the mandates:

1. Establish and maintain a system of collaborative management activities between general (regular) and special education.
2. Establish and maintain a diagnostic and programming process that adhered to timeline, due process, and appropriate programming dictates.

3. Establish and maintain a shared decision making process that involved the community in program planning activities.

Finally, on December 9, 1976, the Exceptional Education Task Force, a community advisory group to the Milwaukee Board of School Directors, submitted a charge to the State Superintendent that the Milwaukee Public School district was in non-compliance with Chapter 115 on two counts: ". . . there remain thousands of children being denied their legal right to services in accordance with the provisions of a law passed over three years ago. By their own figures, the Milwaukee Public School administrators recognize a diagnostic 'backlog', i.e., referred youngsters not seen within the ninety-day timeline, of thousands," and ". . . 100 youngsters are now officially program 'backlog', i.e., diagnosed EEN by a multidisciplinary team but not placed in an appropriate program within the timeline provided by Chapter 115."

On June 27, 1977, the State Superintendent, after months of data collection, found the Milwaukee Public School district failing to provide for evaluation and placement of children with exceptional needs. It was also indicated in the June 27, 1977, Findings, that MPS was to formulate and submit a remedial plan to the Department of Public Instruction. The remedial plan was to incorporate the following recommendations to remove the denial of equal educational opportunities to exceptional children in accordance with Section 115.89 (2) Wisconsin Statutes:

1. Administrative reorganization that would provide a single fixed point of responsibility for all aspects of the diagnostic/placement program of exceptional education. The fixed point of responsibility should be at the Assistant Superintendent level and have cabinet status.
2. The Board of School Directors for Milwaukee Public Schools should provide the Superintendent with the flexibility and administrative authority to meet the requirements of Chapter 115 in regard to the M-Team composition and process.

The recommendations of the State Superintendent were incorporated into a remedial plan. This remedial plan created a new decentralized division to be headed by an Assistant Superintendent, a new data collection system designed to monitor diagnostic and programming activities, and a substantial increase in staff positions associated with the evaluation and placement of handicapped children.

More specifically, contained within this new division were the Departments of Exceptional Education, School Psychological Services, and School Social Work Services which were formerly associated with the Division of Curriculum and Instruction (Chart II and Chart III). The reorganization also required that the services of the new division be decentralized into four zones, three geographical and one city-wide, each to be headed by a zone administrator. The original intent of this reorganization and decentralization of services was to place all departments associated with the evaluation and placement of handicapped children within one division. This arrangement, with a decentralized delivery system would insure that diagnostic and programming services would be completed in a timely fashion at the building level.

The scene was set for the system to mount a full-scale effort to eliminate the backlog, beginning in June, 1977. During the early stages of the implementation of the remedial plan, it became obvious that the major obstacle to the success of the plan was the organizational change related to creating a new division and decentralizing its services. This reorganization and decentralization, though administratively sound, produced many impediments to the smooth operation of the division. These impediments were as follows:

1. The Departments of Psychological Services and School Social Work Services perceived the reorganization as a loss in professional stature. Frequently, the Department of Exceptional Education had been viewed as a moderately effective operation by other divisions. The

psychologists and social workers feared that this negative image might tarnish their reputation.

2. The reorganization became a great source of friction between the departments because it appeared to place more emphasis on the exceptional education obligations of the division at the expense of the general education responsibilities. This perception constrained elements of intra-divisional communication.

3. The process of decentralization required that many central office administrators relocate to field offices. This relocation was viewed as a loss of prestige by many staff members.

These problems were exacerbated by staff use of union and political clout to redesign the organization so that the central office power was not diffused by decentralization. Consequently, certain aspects of the organization were redesigned so that central office personnel maintained control over supervisors and other field staff. The additional impediments to communications were as follows:

1. Field supervisory staff was administratively responsible to zone (field) administrators, but professionally responsible to central office. This "serving two masters" situation was destined to hamper communications.

2. Team managers, leaders of multidisciplinary diagnostic teams, would maintain coordinative rather than direct authority. This arrangement lacked a fixed point for accountability and hampered diagnostic and programming activity.

Amidst all of the above problems, division staff rallied around the need to achieve compliance and arduously attempted to eliminate the backlog. In July, 1980, the Milwaukee Public School system was declared in compliance with all mandates pertaining to the education of the handicapped. This Herculean effort, mounted over a three year period, was touted as one of the finest examples of a major school system's commitment to educating the handicapped.

During the period between 1980 and 1983, the Division of Exceptional Education and Supportive Services operated within the organizational structure approved by the Board of School Directors in 1977. This time span provided an excellent opportunity for evaluating the efficacy of the structure without the duress associated with achieving compliance with mandates pertaining to the education of handicapped students. Toward this goal, the division initiated a structured series of long range department audits.

The department audit concept proved to be the type of excellent anticipatory planning technique needed to ascertain whether the organizational structure of the division was still effectively facilitating the attainment of its previously established goals. Additionally, the findings would be used to undergird the development of a blueprint for the future direction of the division in general, and the departments specifically. With such a potent mission, the creditability of the findings unearthed by the audits was enhanced by expanding membership on the teams to include representation from parent groups, community agencies, the Department of Public Instruction, and higher education.

In 1983 a comprehensive review of previous departmental and zone audits indicated the following recurring themes:

1. The Departments of School Psychology and School Social Work Services continued to exhibit a covert desire to return to the Division of Curriculum and Instruction.

2. The zone structure needed a reorganization so that it reflected an emphasis on serving children rather than a design for administrative convenience.

The audit findings and an anthropological ethnography related to intradivisional communications provided an excellent forum for discussing issues related to division harmony in a forthright manner. Eventually this series of lengthy discussions enabled all departments to develop a more har-

monious feeling about being attached to the Division of Exceptional Education and Supportive Services. In essence, those discussions illustrated that regardless of the location of the departments, the demands for services would remain constant. Also, it was indicated that mandated diagnostic and programming services for the handicapped enhanced the employment security of the psychologists and social workers. Finally, association with the division provided direct access to its sophisticated management information system and thus enabled both departments to more effectively manage their human resources in addressing their responsibilities to both normal and handicapped children.

Reorganization of the zone structure was a more difficult undertaking. Staff had eventually become acclamated to working in the zones and developed an appreciation for the modest amount of autonomy that is frequently associated with decentralization. In addition, the move to reorganize the zone structure created apprehension for staff because it appeared that it was being promoted just for the sake of change.

Three months of discussions focused on the possible reorganization of the zone structure and involved all levels of staff and representatives from parent groups. These discussions identified the following problems:

1. Maintaining a zone concept on the basis of geographic location rather than levels of educational services reduced communication with field staff from the Division of Curriculum and Instruction and the Division of School Services. Both the divisions were organized around educational services associated with elementary and secondary levels.
2. Community and governmental agencies and private schools frequently complained that the zone structure was confusing and prevented smooth transition of handicapped students returning to public schools from penal and mental institutions.
3. Policies and procedures developed by the Division of Exceptional Education and Supportive Services were not being uniformly implemented across zones.
4. Activities associated with pupil programming were hampered because the magnet school concept required personnel in one zone to oversee programs for students that were developed by personnel in another zone.

The audit findings and contributions from staff and parents provided enough information to propose a new zone structure. The new plan called for collapsing the four-zone structure into three zones (Chart IV). One zone would continue to be city-wide and serve the low incidence populations. The other two zones would have an elementary and secondary emphasis. Each zone would continue to be under the direction of a zone administrator.

It was felt this new structure would improve the efficiency in all transactions related to diagnosis and programming, facilitate a more effective utilization of resources during critical times, improve intra-zone communications, insure consistent implementation of zone procedures, and enhance budget planning activities. Interdivisional collaboration would also improve because the new structure mirrored the organization of educational services in the Division of Curriculum and Instruction and the Division of School Services. Finally, communications with community and governmental agencies would be improved because interactions would be based on educational levels rather than geographic location of schools.

There were some disadvantages to the new structure but these related more to staff comfort. For instance, staff felt that the elementary zone would be larger than the other two zones, and existing offices were not designed to accommodate such large numbers. All concerns related to physical plant accommodations were suitably addressed and the new structure went into operation in September of 1983.

Currently the new zone operation is functioning successfully and providing services to handi-

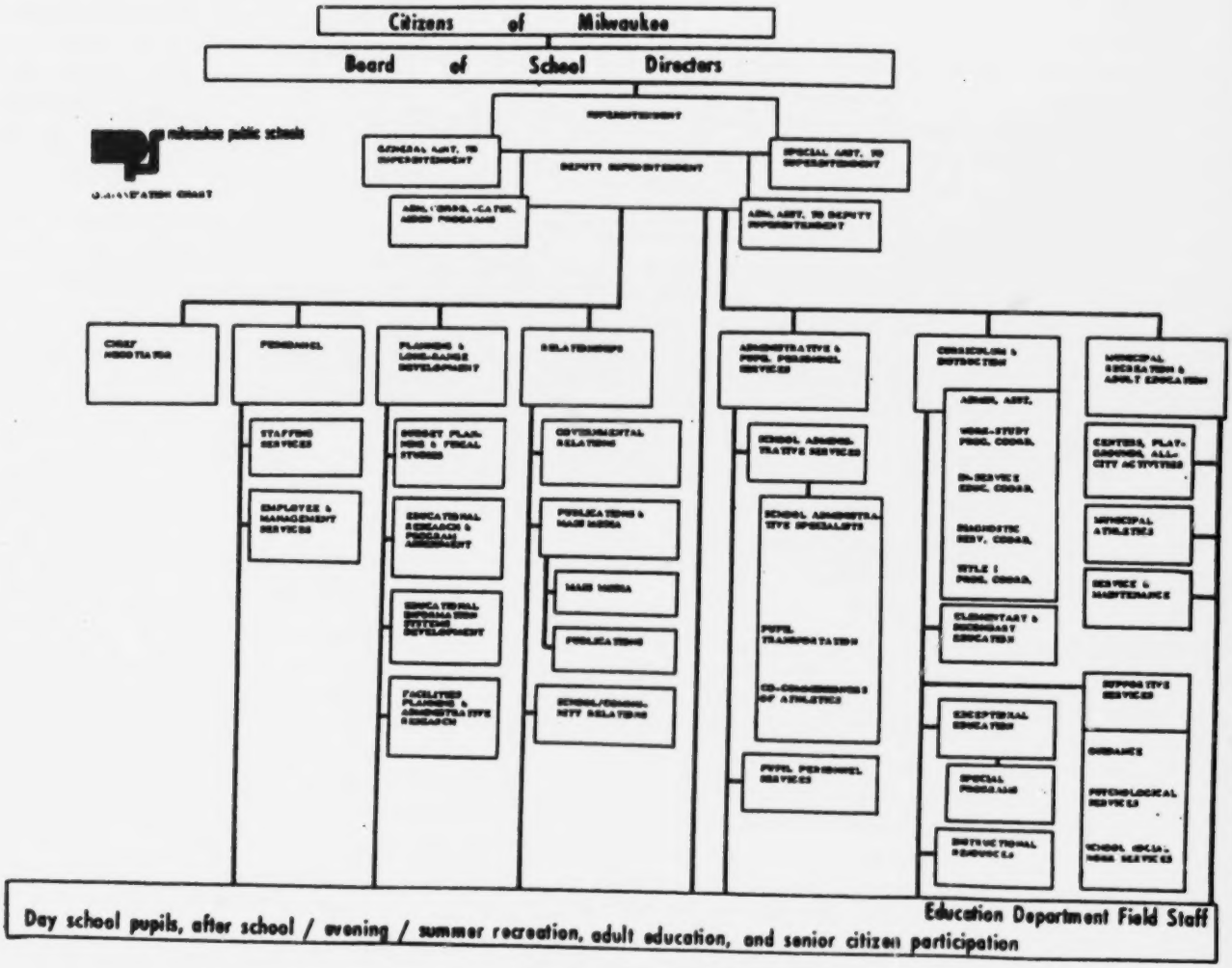
Citizens of Milwaukee
Board of School Directors
milwaukee public schools
Education Department Field Staff
Day school pupils, after school / evening / summer recreation, adult education, and senior citizen participation

Chart I

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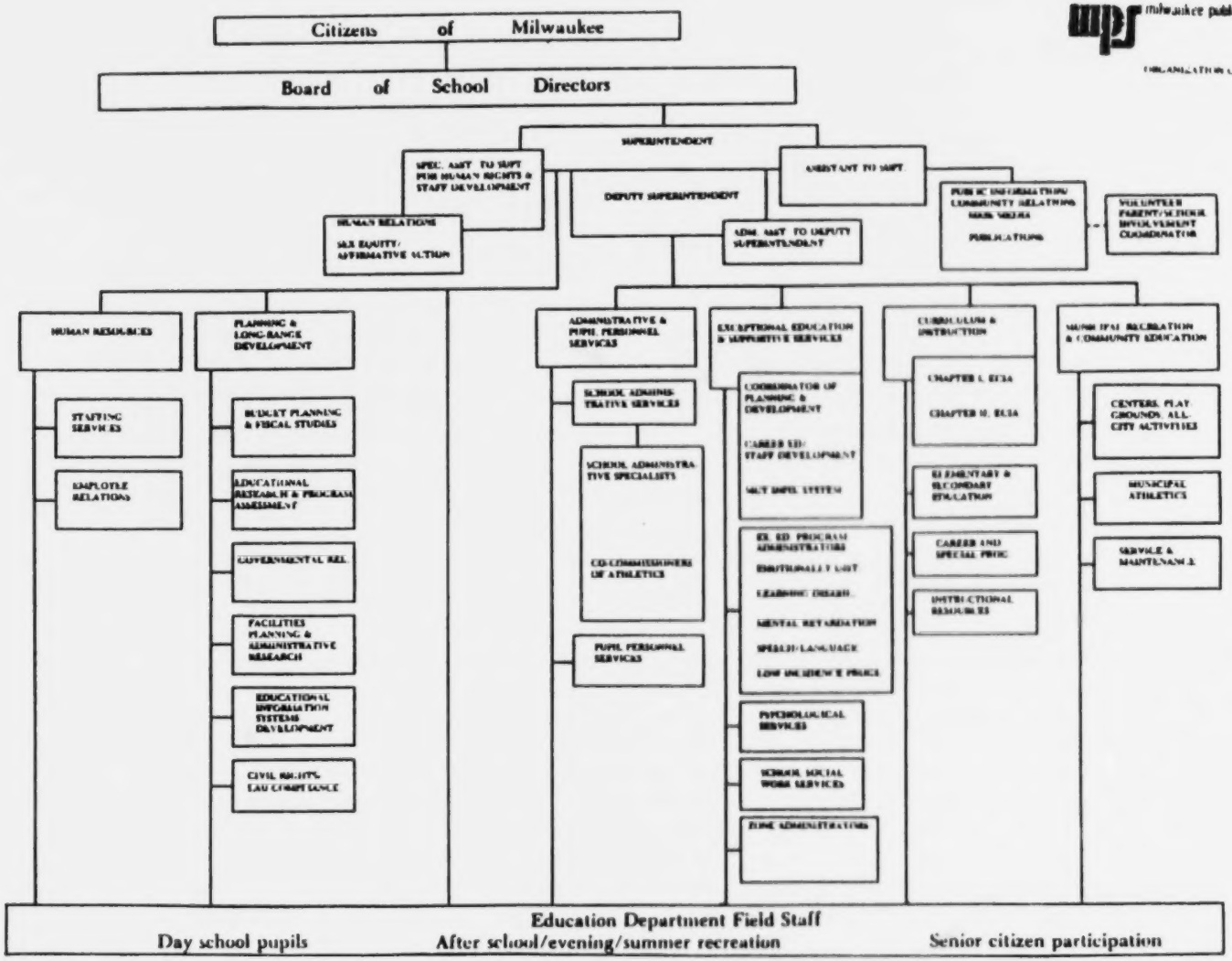

Chart II

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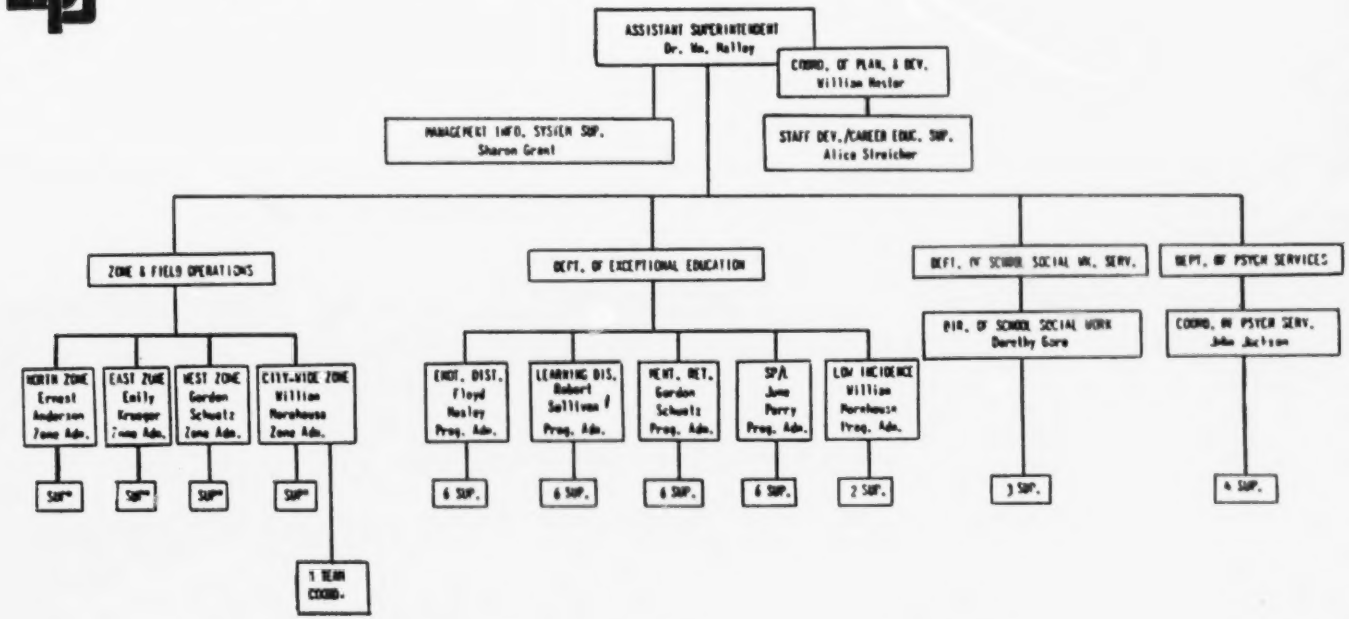
Division of Exceptional Education and Supportive Services

milwaukee public schools



/ Underfilling

* Administratively

2/81
Revised 3/81

Chart III

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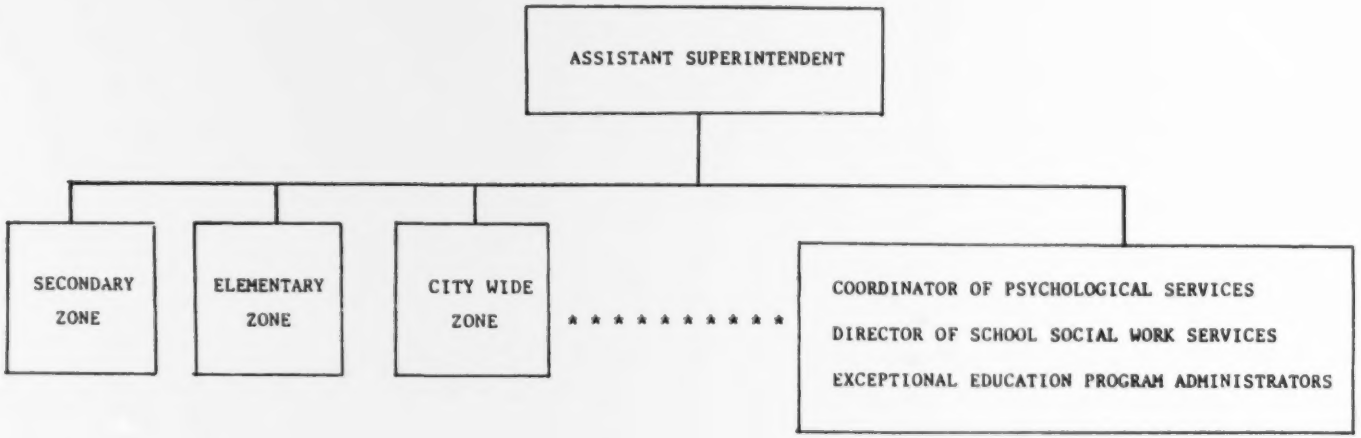
Administrative Organization
of
Division of Exceptional Education and Supportive Services
Zone Operations Organizational Chart



_____ Direct Relationships

* * * * * * Required Cooperative Relationships

1983-

Chart IV

capped and non-handicapped children in an efficacious manner. Subsequent audits have also commended the district for adopting this new structure.

Any new organizational changes would rest with the future direction of the field of exceptional education. Currently the field of exceptional education is still not certain about the extent to which mildly handicapped children should be served. The major portion of the work in the elementary and secondary zones revolves around servicing mildly handicapped students in the programs for the emotionally disturbed, learning disabled, and mentally retarded. These are students who have not fared well in a general education setting and have been placed in exceptional education. Frequently their placements in the mildly handicapped category obviates the district's responsibility for providing alternative instructional strategies and programs in a general education setting. If the field continues to promote the notion that exceptional education is a panacea for curing all the ills in a school system, then the organization will remain the same.

The development of new organizational structure could become a reality if several actions take place. First, the exceptional education field must begin to focus its efforts on providing services mainly to the moderately, severely, and profoundly handicapped from the ages of 0-21. Second, the effective school movement in tandem with mastery learning theory, if taken seriously, could drastically reduce the number of children being referred for placement in classes for the mildly handicapped. Should these changes take place, then the division must develop a different organization for serving handicapped children.

This new organization would continue to offer decentralized services, but only through one zone. Services for moderately and severely handicapped students would be the major emphasis of this zone. In essence, this new emphasis would require the zone to establish and maintain stronger linkages with both community and governmental agencies due to the complex educational and supportive service needs of the students involved.

The Organizational Change of Special Services in an Urban Center: A Case Study

Vernon L. Johnson, Jr., Ed.D.

Forces and Trends Supporting the Previous Organizational Structure

During the years following the passage of P.L. 94-142, special education across the country grew in almost geometric proportion. Such was the case of the Indianapolis Public Schools' program. The number of programs provided, complexity of policies and procedures, the amount of human resources and the budgetary expenditures grew at an inordinate pace. Clearly, the values that drove the development of such a system had to be concerned with the assurance that the appropriate level of human and programmatic resources would be available to all eligible handicapped students. To illustrate the growth, in 1972-73, only 5.4% of the total school age population was served by special education programs in the school district as compared with 11.6% in the 1979-80 school year and 14% in the 1984-85 school year. The increase is even more dramatic in that the regular education population continued a steady decline from approximately 100,000 pupils in 1972-73 to just over 54,000 in 1984-85. Similar patterns of growth in special education budget and staffing patterns have also been documented. Today, the professional staff of the Special Services Division represents approximately 17% of the total district staff and the budget approximates 9-10% of the total district.

Similar to the state and national efforts to establish policies and procedures which would ensure that the civil rights of the school aged handicapped would be protected, the local district positioned itself to do the same. The creation of complex policy and procedural structures emerged. The threat of litigation and noncompliance might easily have played a major role in the impetus to develop such a complicated and conceptually difficult procedural framework. The national thrust to comply with a complicated mass of governing regulations, and at the same time provide full accessibility to all handicapped children, clearly imposed and directed the values at the local level.

The organization and control of the special services programs at the district level was centralized by design and practice. Much like the federal and state postures, the school district must have felt more at ease with centralized control and decision-making than to chance decentralization and the

possibility of poor building level decision-making and noncompliance. The development of the organizational structure and assignment of responsibilities to specific administrative staff was impacted significantly by the rapid growth of the programs and the values of the superordinate administrators. The administrative structure supported the top to bottom decision-making and control, much like the federal and state structures operating at the time.

It is easy to understand why the programs provided by the school at the time were primarily self-contained, categorical classrooms with only a minor portion of the programs and budget being dedicated to less restrictive options and support resources. The major concern of the constituents and program staff was for accessibility. Programs, therefore, were developed primarily in a self-contained framework rather than in a resource or least restrictive structure. Regular teaching staff may have been less accommodating and accepting of the process of mainstreaming special students and therefore, the increased need to provide a greater number of categorical self-contained rooms to serve identified students. As late as 1980, seventy percent of the total special education population was served in special classrooms, while thirty percent were educationally supported in resource type programs.

In summary, the national and state trends and values of the late seventies and early eighties appeared to be strong at the local district level as well. Centralization of control and decision-making, accessibility to programs, assurance of compliance, and categorical self-contained programs with a minimum of related resources resulted in the development of the school districts program.

Events Supporting Change

For some time prior to 1980, a number of staff and client groups expressed concerns relating to the provision of services by the program. Generally, the concerns centered around service to the staff as well as to the identified population of students. In 1980, a major program evaluation was commissioned by the administration of the Special Services Division. The study could easily be considered the first major event which led to change. The intent of the study was to provide critical base-line data and data-based recommendations to the leaders and staff of the program which could be utilized in defining the direction and future of the program. Not only did the study examine the compliance to legal mandates, but also to the quality of the services provided by the delivery system. In a sense, the focus of the study was to provide data and recommendations which would lead to the renewal of the system.

The second major event that directed a change in the future of the service delivery system was the installation of a new Superintendent of Schools. Clearly, much of the dramatic change throughout the system has been a result of his leadership and direction. A renewed interest and support for the schools, and the changes that should take place to improve them, was evidenced by the patrons, community leaders and staff. A renewed interest and value in open lines of communication, input from all audiences in decision-making, responsiveness to student and community needs, quality of programs, results-oriented instructional programs, streamlined and articulated administrative structures and procedures, regular budget monitoring and control, long range planning and building-based management soon began to become the values which directed the district and the special services program's future.

At about the same time the new superintendent assumed his responsibilities, a major change in the national and local trends was also becoming evident. The Reagan administration had already begun efforts to reduce the federal expenditures in education, reduce the level of federal monitoring, reduce the rules and regulations governing education, eliminate the cabinet level Department of Education and narrow the focus of federal policy in education. The aforementioned eduction policy imperatives of the Reagan administration were illustrated by Clark and Amiot (1981) as diminution, deregulation, decentralization, disestablishment and deemphasis. The overall goal of the administra-

tion was clearly to become more removed from policy control and support of education and place the responsibility for the same on the individual state and local constituents.

A third major event which led to the ultimate change in the organizational structure of the program was the appointment of the Superintendent's Special Education Study Committee in 1983. Apparently a number of issues and concerns, which were identified by the previous program evaluation in 1980, continued to plague the system and the superintendent determined that a study committee composed of special education teachers and regular and special education administrators should study the concerns and develop a set of recommendations to improve any areas of need. Many issues and concerns identified by the group paralleled those of the 1980 program evaluation. The recommendations for improvement provided much impetus for the changes currently implemented or under consideration and study.

One final event of organizational importance was the change in leadership at the Assistant Superintendent level, the position responsible for all special services throughout the district. That move sent a signal to many staff and constituents that the potential for change, and therefore program improvement, might be imminent.

Planning the Change

It was clear there were a number of areas related to the service delivery system that needed attention and improvement. Several approaches were utilized to gather the necessary data from which to make organizational and operational improvements. Areas for both short and long term improvement needed to be identified. The first activity involved an analysis of the organizational structure. Interviews were scheduled with each administrator and consultant to the program. The purpose of this process was to gain a "grounded" understanding of the respondents' role and responsibility as viewed through their eyes. Issues and concerns they felt were associated with the organizational structure were examined. Interviews were also scheduled with administrators in other program areas.

The great majority of persons agreed that the administrative organizational structure did not provide clear lines of responsibility and authority, promoted imbalanced workloads, poor lines of communication, and were functionally inarticulated. Figure 1.1 illustrates the inherited management structure.

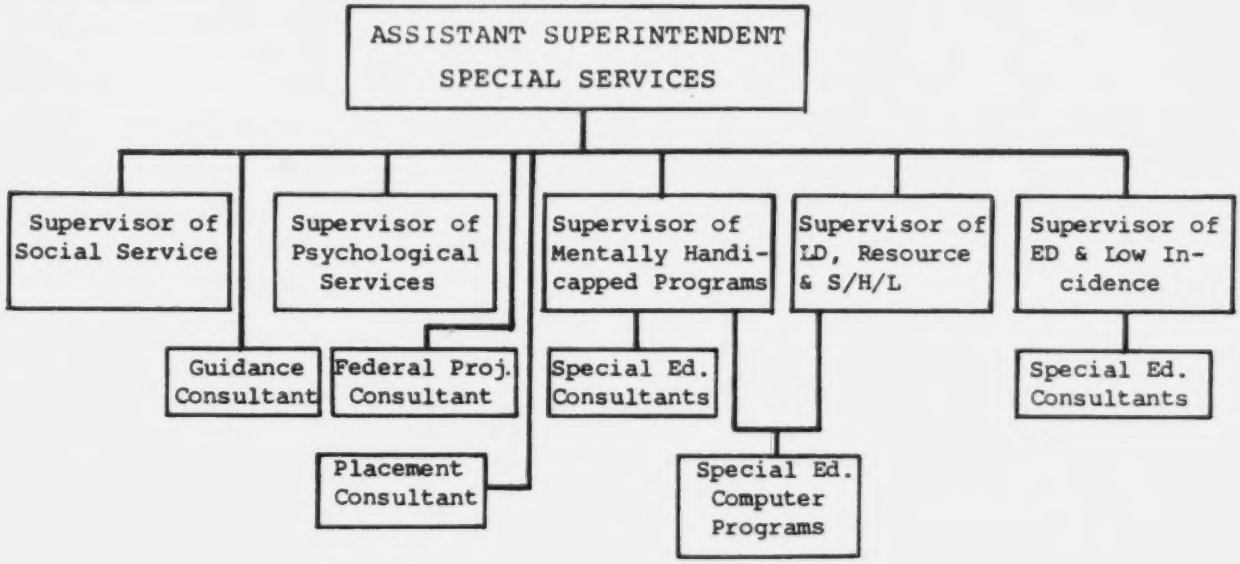


Figure 1.1 Inherited Organizational Structure of the Management Component

The Reorganization

After three months of study and discussion, the framework of a new organizational structure was proposed to the Board of School Commissioners. The proposed reorganization promised to provide improvements in the aforementioned areas in a structure which would provide clearer lines of authority and responsibility, and by design, would promote articulation across program areas. The objective was to build a simplified structure which could improve the overall efficiency and effectiveness of the service and leadership provided to special services programs throughout the district. Figure 1.2 illustrates the proposed reorganization.

There were three primary considerations to be attended to in the reorganization process. First, any reorganization had to provide improved service and leadership to all programs under the direction of the Division. Secondly, the plan had to be developed utilizing no more administrative positions than currently existed—no more administrators could be added. And finally, the plan had to be flexible enough to be implemented in phases, over a period of four to six months, and yet maintain program intensity.

Once the Board had approved the plan, it would take almost four months to reassign responsibilities and interview and employ staff for the open positions. In view of that fact, the reorganization was completed in three phases. Phase I included reassignment of responsibilities for two of the supervisors of special education (elementary and secondary). The second phase included the reorganization of the guidance, health, psychology and social service programs into the Pupil Personnel Services Department. In the third and final phase, persons were identified to fill the Related Services and Administrative Assistant positions. The plan was in full operation in February following an October approval of the plan by the Board.

Reflections

Throughout the process of reorganization, there were a number of times when I wished I had spent more time thinking something through, communicated to that one additional person, or attended to a specific item differently. But there were several important considerations on which I did concentrate, and they proved to be very critical to the success of the process. It is my belief that the following items should be fully considered and attended to prior to, during and following a reorganization.

Superintendent and Board Support. Care should be taken to enlist the understanding and support of the Superintendent throughout the entire process. Communicating the importance, anticipated outcomes and plans for the reorganization with the Board should be done in concert with the Superintendent.

Attention to System Values and Trends. Close attention must be paid to the current and changing values of the system and community and the ways in which the newly organized structure will support selected values and create new values. Trends in local, state and national practices and policies should be examined and reflected in the flexibility of the plan.

Timing and Political Climate. It is difficult to overestimate the importance of taking advantage of the climate for change. Even the best plans have failed as a result of a poor understanding of the political climate for change and a poor sense of timing.

Communication. Communication to key stakeholders during the planning, implementation and evaluation of reorganizations is of maximum importance. Having a clear sense of who to communicate with or include input from and when to engage in such activity is vitally important. Clearly, everyone can remember the person they either should or shouldn't have entrusted or the tim-

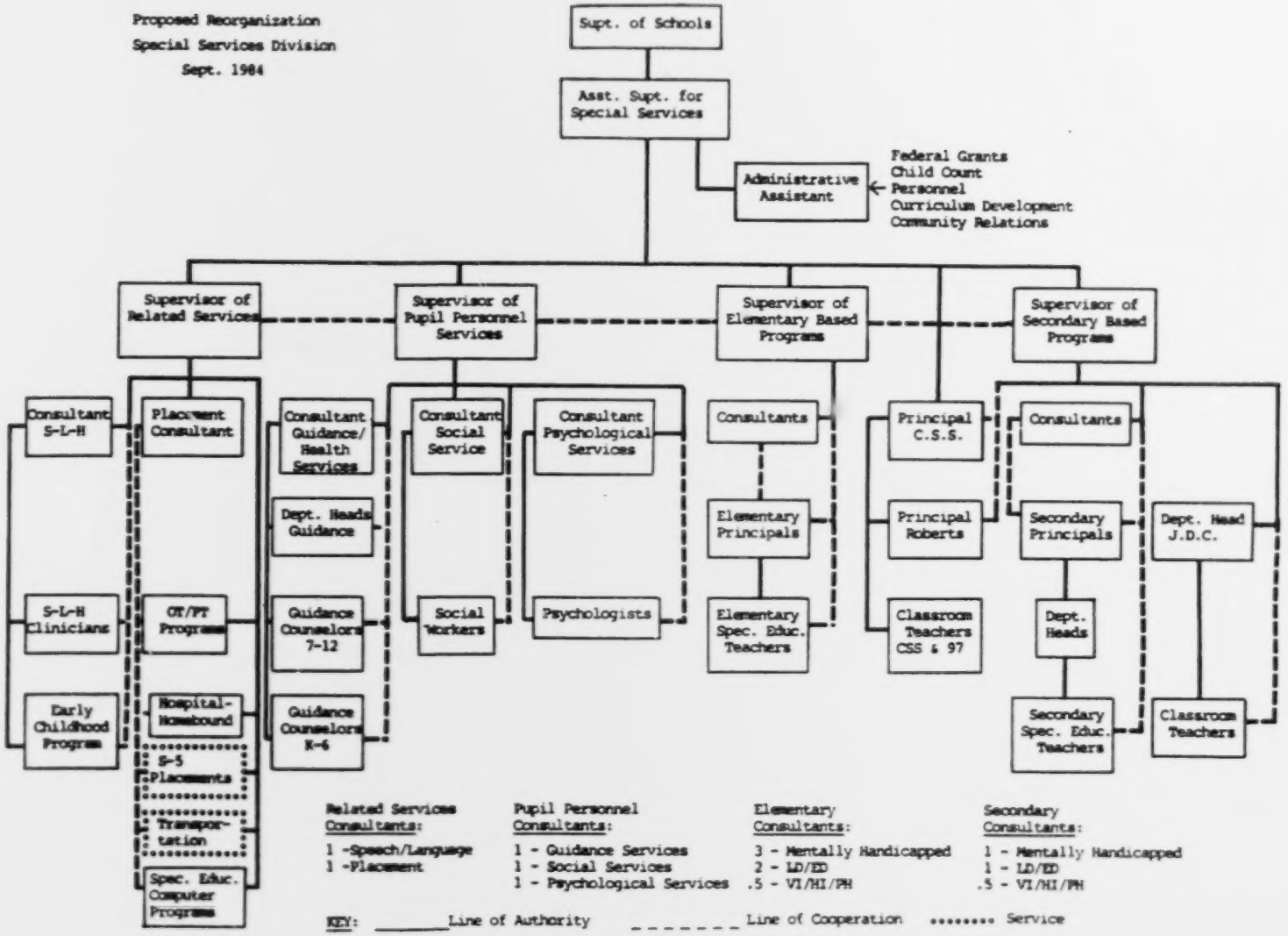


Figure 1.2—Proposed Reorganization

ing of such communication. Finally, communicating the changes as they happen to all constituents is absolutely critical.

Evaluation of Change. Often neglected or underestimated, an evaluation of the process and impact of the change must be undertaken to ensure that the outcome met the intended goals.

In summary, changing organizational structure can better reflect the values of the system, trends of the present and future, and at the same time improve the efficiency and effectiveness of the service and leadership. It is quite possible to facilitate the successful reorganization of an administrative structure. It is most important to consider the values of the system, trends of local and national consequence, and quality practices and research when planning for such changes. Patience, endurance, clear thinking and communication are necessary personal qualities that must be demonstrated throughout the process.

Evolving Organizational Structures in Special Education The Madison Example

Lee J. Gruenewald, Ph.D.
Ruth Loomis, M.A.

One integrating instructional program with options for all students is the basic belief and foundation upon which all educational programs and services are developed and provided for students in the Madison Metropolitan School District. The implied goal may never be completely achieved, but this statement provides a point of view so that the district momentum never becomes static, but is always in a state of "becoming" as its organizational structure and program delivery evolve. For this goal to be made operational it must be supported by the Board of Education, central administration, (including administrators in special education and curriculum) principals, and the staff in schools. In addition, the organizational structure must be arranged so that it enables this goal to become a reality.

When thinking about the concept of *integration* it becomes necessary to consider the ramifications of that word as though one were looking at an object through a prism. As one turns the prism one sees the same object from different points of view. To this district the words "integration" or "integrating" represent a particular point of view or state of mind.

Integrating a school system takes considerable time; in fact, it may be administratively inefficient compared to an authorization or centralized approach. The outcomes from both approaches are extremely diverse. While an imposed centralized approach tends to result in compliance and short-term gains, efforts predictably diminish, over time, from lack of ownership. The outcomes from the point of view of "integrating", however, are participation, ownership, and trust, which result in better problem solving and commitment to the goal. The concept of integrating becomes active and leads to a system, over time, that becomes more responsive to problems and solutions and becomes pervasive in how people think and behave in all aspects of the educational enterprise.

Rationale for Evolving Integrating Organizational Structures

Assuming that the centralized approach to the delivery of exceptional education programs in a school system is more efficient, easy to manage, and less costly, then why should a school system embark on developing organizational structures from the point of view of integrating that seem to be more

inefficient, more costly, and obviously more time consuming? An initial response to this question is offered by Kanter (1983) in her book, THE CHANGE MASTERS:

"I found that the entrepreneurial spirit producing innovation is associated with a particular way of approaching problems that I call "integrative": the willingness to move beyond received wisdom to combine ideas from unconnected sources, to embrace change as an opportunity to test limits. To see problems integratively is to see them as wholes related to larger wholes and thus challenging established practices—rather than walling off a piece of experience and preventing it from being touched or affected by any new experiences" (pg. 27).

These ideas expressed by Kanter (1983) support the rationale for the professional staff for continually integrating programs and services in the Madison Metropolitan School District.

The primary purpose of delivering one integrating instructional program with a variety of options is to attempt to meet the individual learning styles and needs of all students. This means the educational program must include a comprehensive but flexible range of programs and service options. All students must be provided access to equal opportunity to learn and efforts must continually be made to improve the learning environment and the assessment/instructional strategies.

An integrating educational program also assumes coordinated working relationships with parents, community agencies, and all school staff to ensure that appropriate and meaningful programs and services are provided to all students. This is a time consuming effort in both developmental and maintenance stages. One quickly learns that working in an integrating environment demands communication with a variety of people and reinforces interdependency among staff in implementing the student programs, instructional and administrative teams. This interdependency is especially important at middle management. Administrators of special education and principals play key roles in integrating staff programs and students. Without the commitment of middle management to this goal the concept of integrating would be just that — a concept.

The goal and tenets expressed in this rationale have not been fully achieved. They are likened to the pledge, "with liberty and justice for all", a concept that may never be completely internalized. One can never say "amen," but in our pursuit of becoming an integrated district we must continue to focus more of our resources and attention on achieving our goal rather than on controlling what we already have.

Major Beliefs

The rationale underlying the goal of one integrating instructional program with options for all students must be based on a major set of beliefs. These beliefs form the philosophical foundation for building the organizational structures and service delivery systems to enable the district to be an integrating system. These beliefs have major implications for the allocation of resources, personnel, equipment, materials, physical space, and staff as well as affecting community attitudes toward handicapped persons. In fact, these beliefs are the underpinnings of integrating a school district. One cannot talk about integrating children without the total school organization verbalizing and practicing these beliefs.

These beliefs are:

1. No child is too handicapped for placement in an appropriate educational program and in a school with nonhandicapped peers.
2. All students should be in chronological age-appropriate environments.
3. Handicapped children should participate to the maximum extent possible in the regular education program which may include the academic component, the non-academic component, and/or the extracurricular component.
4. All special education programs must be a part of the school district's total instructional program and not operate as a parallel system.

5. All necessary related support services the student needs to fully access the educational program should be provided, such as transportation, and physical and occupational therapy.
6. There must be an articulation of the curriculum K-12 and 3-21.
7. Programs should be geographically distributed throughout the district so that a handicapped student may attend school as close to his home as possible.
8. Placements in special education programs must be determined by an ecological assessment of the child's educational needs and not based on specific test scores alone.
9. Parents must be involved in the assessment and educational process as well as the transition from school to vocational or other post-school instructional settings. They must be involved in study groups and task forces, and, of course, be listened to regarding the needs of their child in developing the Individualized Education Program.

Issues and Dilemmas

Historically, the State of Wisconsin had long-standing permissive legislation (1918-1973) for handicapped children. In Madison during the 194O's, 5O's and 6O's, with full support of the Board of Education and the district administration, services were provided in the traditional medical/educational model which isolated many handicapped students in specialized environments in the belief that they could not benefit from regular education or even in proximity of heterogeneous groupings of students. The district during that thirty-year period did offer a fair complement of services, except for the moderately/severely retarded and learning disabled students. Programs for moderately/severely retarded and learning disabled students were implemented in the late 6O's. The other components of categorical programs were in place although in segregated settings. Speech and Language, Occupational and Physical Therapy, Homebound, and Hospital programs were offered.

The Pupil Services organizational chart in 1965 reflects a centralized operation which was in itself isolated from the mainstream of instruction. This system was parallel to the district organization with minimal interface. The Director for Pupil Services reported to the Assistant Superintendent of Schools, but was not a member of any district instructional management team as such, but rather, received approval for program development on an individual, isolated basis. (See Figure 1).

When the present Director assumed his position in 1976, he inherited an organizational structure as depicted in Figure 2. The major change from the 1965 organizational chart to the 1973 organizational chart was that the Specialized Educational Services Director was elevated to equal status of other instructional directors and became a voting member of the District Administrative Management Team. In addition, the chart shows that special education programs expanded; however, the majority of special education programs were still delivered as a system parallel to the regular or non-handicapped educational program. The district operated a special school and wings of regular schools housed special education children. The Department of Specialized Educational Services had its own budget and operated its own staff development and curriculum development program without integration of budget or staff and/or curriculum development with regular education programs. The district had a centralized orthopedic program. All purchasing, management, and service delivery were done separately from the regular education organizational structure.

What are the issues or dilemmas in changing the model? The district came to realize that parallelism could not be reconciled or be compatible with the departments in the district's emerging and changing beliefs. The organizational structure did not support a stance of parallelism. The problem of organizational parallelism is primarily the result of communities not embracing the education of all students within the school setting. This lack of equal educational opportunity resulted in the formation of special advocacy groups who supported special legislation and the development of special funding sources to support equal opportunities. This prompted school districts to develop special management structures and special service delivery systems to implement programs. In the

process these programs developed parallel to, rather than a part of, the existing instructional program.

Resources were provided by the Board of Education; however, not all persons believed that the provision of equal educational opportunities required the unequal distribution of resources to meet diverse needs. This is an extremely important principle which must be understood by all within the educational enterprise. Furthermore, an integrating program will be more costly regardless of how efficiently the resources are managed. Higher cost is an issue in developing an integrating program.

Another issue of parallelism is "centralization versus decentralization." The district's model was centralized. The district warehoused children such as the mentally retarded and the orthopedically handicapped; and the overall program was economically efficient and programmatically efficient in some respects. This all reinforced parallelism, but *it was not in the best interests of educating handicapped students*. If handicapped students are expected to live, work and play in the real world in a heterogeneous society, it is the school's responsibility to teach them in real heterogeneous environments, beginning at an early age.

Another important issue revolves around advocacy. Advocacy for programs is healthy and necessary and must be continued. Specific interest groups, specific funding sources, and specific legislation, however, lead to parallelism and to lack of ownership of special programs by school personnel. The question is, do special educators have *"our"* students and regular educators *"their"* students, or do all educators educate *"all"* students? The same issue of ownership is also inherent in the administrative territory. Who selects the staff? Who evaluates the staff? Is it the principal's teacher when evaluation is easy, or is it the special education administrator's teacher when there is a question of incompetency? For too long, handicapped persons have been viewed as surplus population; or, as Edwin Martin has expressed it, "considered as the fourth world population relegated to a position of reduced value in our national and international lives." In summary, all of these moral, philosophical and civil rights issues formed the genesis for change within the Madison School District in the late 1970's.

Events Causing the District to Change its Organizational Structure

In the early 1970's the Board of Education supported the application of federal money and continues this support today, in cooperation with the University of Wisconsin, to develop new approaches for the education of moderately/severely retarded students. This partnership in the early 70's with the University of Wisconsin Department of Behavioral Disabilities, led to a partnership in Early Childhood Handicapped Education, Communicative Disorders, Educational Psychology, Social Work, Occupational and Physical Therapy, and today, Health Services. This partnership has been crucial and extremely beneficial in the exchange of ideas, training of future staff, demonstrating new instructional technology and, of course, specific research in the area of the education of handicapped students. Interestingly enough, the district's first project, the MAZE project (Madison's Alternative to Zero Exclusion), was based in a self-contained special school. As a result of the development of new approaches and asking questions, classes were moved out of the self-contained special school and into other schools. One elementary, then two, then to a middle school, then to a high school on each side of town, and integrating students was under way.

A second major event in the 70's occurred when the Superintendent of Schools (Dr. Douglas Ritchie) recommended to the Board of Education that a number of schools be closed due to declining enrollment. He had many options at his disposal; however, based on the district's demonstrated success in the initial integration movements, he chose to close the self-contained special school for handicapped students and the orthopedic wing of a regular elementary school along with other elementary schools and a middle school.

Thirdly, the initial staff development in administrative training began to pay dividends in furthering integration. Teachers exchanged situations for a day, visited receiving and sending sites; parents exchanged visits; slide presentations introduced students ahead of their arrival, children had

a chance to discuss and ask questions such as, "Why can't he walk?", "Is it catching?", "Could it happen to me?" The director of the department and special education administrators (Specialized Educational Services) led discussions in many school faculty meetings during the middle and late 1970's.

Fourth, another force which gave the district more impetus in integration was the implementation of both state and federal laws. The district's delivery service system was further legitimized.

Fifth, the Superintendent gave support to developing an accessibility study based on Section 504. This led to the decentralization of all programs, the decentralization of psychology, social work, speech and language, occupational and physical therapy services. All support staff are now assigned to schools. The concomitant remodeling of facilities cost the district one million dollars. Again, the law supported local desire; and the Board of Education was supportive due to achievement demonstrated previously.

Sixth, an event of great impact was a Superintendent announcement to all administrative staff that he was going to shift administrators to develop a better match of interests, skills, competencies, and the students to be served. At an all-administrative meeting, he announced that he would be asking the Director of Specialized Educational Services for recommendations. Thirteen administrators were shifted. It was an unprecedented move to make such an announcement, but it was open and honest. It was a tremendous declaration of support for, and recognition of, the significance of the handicapped population to be served.

Seventh, the administrators in the Department of Specialized Educational Services embarked on an intensive training program of all Specialized Educational Services staff, as well as principals, focusing on transition from the historic child study assessment model to a building-based ecological model supportive of decentralization. This training has been continuous and forms the basis for instructional programming. Such training continues to provide the impetus for a problem-solving approach to student learning and behaviors versus the avoidance behavior of referring the child out of the classroom.

Eighth, the Director of Specialized Educational Services became an active participant with other directors in the management of the instructional programs within the district.

As the professional staff of the district continued to learn more about how students learn and had success with different integrative interaction patterns of students in classrooms and the community and a host of other variables, the Superintendent (Dr. Donald Hafeman) directed the instructional directors to develop a major paper, a planning document on "Maintaining and Improving Effective Schools in the 80's" which resulted in reorganization.

Reorganization

It was the Superintendent's strong belief that long range planning, evolving into organizational change, must be based on a framework which provides for development and analysis as well as systematic planning and managing the growth of an organization. In the Madison Metropolitan School District, this framework is utilized for all planning. It is comprised of five components which are:

a. The philosophical base or belief statements (values).

b. The statement of purpose(s).

c. The organizational structure.

d. The patterns of interaction.

e. Evaluation.

The development of the long range planning document, "Maintaining and Improving Effective Schools in the 80's", adhered to the principles of the aforementioned conceptual framework.

This long range plan represented a systematic approach to maintaining and improving effective schools for the 80's. The plan was divided into six major sections, each representing a major goal of the plan. The major goals of the plan included:

1. Maintaining and improving the instructional program.
2. Maintaining and improving the integration of the instructional program.
3. Maintaining and improving the management of human resources.
4. Maintaining and improving the physical facilities of the district.
5. Maintaining and improving a public information and public relations program.
6. The organizational changes necessary to implement the total plan.

The purpose of alluding to this plan and this paper is to amplify Goal 2 of the plan which formed the underpinnings of the organizational change and impacted what was known as the Department of Specialized Educational Services.

Goal 2 of the plan was entitled *"Maintaining and improving the integration of the instructional programs."* Within this goal, there were six objectives with an action plan developed for each objective. These objectives were as follows:

1. To improve the process of integrated decision-making in advocacy for programs.
2. To develop an effective process for setting priorities for block grants as well as other research and demonstration grants.
3. To improve the integration and service delivery of optional programs within the total instructional program of the school district.
4. To improve support to regular classroom instruction relative to the impact of an integrated educational model.
5. To improve the staff's knowledge and skills regarding the function of assessment in instructional decision-making.
6. To develop an effective district plan concerning student support services.

All of the action plans associated with these six objectives have been implemented and are continually enhanced through district-wide task forces. These task forces comprise membership from regular education, special education, administration, and support services. "Maintaining and Improving Effective Schools in the 80's" has served as a catalyst for reorganization within departments and across departments as well as integrated planning in other instructional areas. As currently acted out or implemented, it reinforces the shared decision-making through integrated teams in all aspects of the educational enterprise within the Madison Metropolitan School District.

This planning document also formed the catalyst which led to the realization that special education and its support services were involved in many areas of education within the Madison Metropolitan School District, and so the name was changed to *Integrated Student Services* and the structure reorganized as depicted in Figures 3 and 4. All programs, services, and functions are continuously integrating with other instructional components of the district to support one integrated program with options for all students. Thus, the new name of the department—"integrated Student Services."

In the district's effort to maintain and improve effective schools in the 80's, to provide access for equal learning opportunities, and to insure, to the extent possible, individual learning and achievement, the Madison Metropolitan School District has restructured its organizational model for regular and special education from operating two parallel systems to one integrating instructional

program with options for all students. The department has moved from pre-1970 "Pupil Services" to "Specialized Educational Services" in 1972 to "Integrated Student Services" in 1983.

To effect change of this magnitude requires the articulation of a strong rationale and statement of beliefs and values. To effect change of this magnitude also requires the commitment of the total school organization to the integration of all children. This commitment is especially crucial for middle management. Special Education Administrators, Curriculum Administrators and Principals who practice these beliefs are most often the creative forces in problem-solving and making certain that an integrating program works.

Additional Variables

For a reorganization of this type to function within a school district, the following additional variables must be addressed. The first variable is organizational decision-making philosophy. It is essential that there be a broad spectrum of staff representation in decision-making. Those most affected by the decision should have input into the decision-making. Therefore, it is the district's policy that decisions are made through a process of shared decision-making by management teams, instructional teams, community involvement, leadership teams and task forces. The majority of staff development, curriculum development, research and evaluation is done through the integrated representation of professional staff in the district.

Secondly, if the management of the organization and the instructional staff is to follow the principles of integration, the budget development must also be done in an integrated fashion. The instructional directors, as well as Principals, Curriculum and Special Education Administrators function as teams in developing the instructional budget for the district. Although there are specific aspects of the budget which are separate for obvious accountability reasons, a great portion of the budget, as displayed in the district's annual budget document, shows considerable interaction among departments and staffs.

Third, the variable of ownership is very visible in the integrating organization. The staff must work consistently in incorporating the concept within their repertoire that *"we all own all of the children in the public school."* The children are not "your" children or "my" children, but all "our" children during the school day. The same principle is also apparent in the various department responsibilities and functions. Even though all directors and middle management are responsible and accountable for their "territorial turf", behavior must demonstrate responsibility for the total instructional program for the district. This problem-solving approach related to children's learning is as basic as, "How can we assist a student?" versus "How do we get him out of here?" The important question is, "How do we access resources to maintain the child within the heterogeneous mainstreamed educational environment?"

Last, but surely not least, is the variable of developing trust and learning a common language. It is one thing to develop long range plans, but the proof of success is in implementation. Developing an integrating system is based on developing trust in one's professional peers that they are making decisions in the best interest of children. Equally important is the requirement of learning one another's professional language and constantly explaining concepts so that diverse professional staff are not only communicating with one another, but understanding what each is saying about an issue or a child in the school system.

Looking Ahead — What May Cause Us to Change

There are four major areas of concern to a school district such as Madison that could have substantial impact on an integrating instructional program serving all children within regular schools. These areas of concern are: deinstitutionalization; the erosion of federal, state, and local financial support; the repeal of federal and state laws; and changes in Board of Education and Superintendency.

The concepts and processes involved in deinstitutionalization are fraught with political, financial, and programmatic implications. The Madison School District has, for some time, been involved

in a process of transitioning multiply/severely handicapped students who reside in an institutional setting to school programs within regular public schools. The process is working. The students are learning. Non-handicapped students are benefiting from the experience of interacting with very severely multiply handicapped students. However, should the financial support decrease and political tide turn to reinstitutionalization, these children would be the first to be returned. If these students are returned to an institutional setting, this district has grave concerns about other categorical areas being eliminated from the integrating aspects in a public school setting. A very visible categorical area that could be the next to be eliminated would be those students who are emotionally disabled. Professionals within school districts must constantly demonstrate what can be done for all children within school-based and community-based settings such that reinstitutionalization will not be considered from either a political, a financial, or a programmatic rationale.

Concern is also expressed regarding the potential erosion of federal, state, and local financial support for programs for handicapped children in the public schools. Old values of the majority versus the minority surface quickly when financial support is lessened for the education of minority students. Even though the politicians, school administrators, and professional staff can adopt and include in their repertoire the value of all children accessing education in regular public schools, this is quickly dissipated when they must determine priorities for each of the scarce dollars available. It becomes a positive challenge for the special educator to demonstrate the belief that, in determining priorities, one must consider that schools are for "all our children" and priorities must be set as they affect all children. The repeal of federal and state laws could have a disastrous effect on all the gains made regarding the education of handicapped children. Constant vigilance in advocacy must be modeled to insure that the children of the fourth world, or, as viewed by some, the surplus population, is not allowed to resurface. Repealing state and federal laws may inadvertently allow these attitudes to be acted out. Lastly, within the individual district of Madison, changes in the representation on the Board of Education, as well as changes of Superintendent, always have the potential of effect on the continuing development of an integrating program. Electing political officials and appointing new superintendents must be a concern of all to insure that they bring values to their respective positions that will continue to enhance the education of all children in a public school setting.

What Have We Learned?

Madison has learned that integrating students, staff, and organizational structures requires an active, participatory set of behaviors and that integrating is an ongoing process which is never ending. Integrating means that each student is encouraged to participate fully in all phases of schooling and is made to feel welcome as an equal member of the school-community. Integrating means that parents are encouraged to participate in an active way in their children's schooling and are made to feel welcome as an equal member of the school-community. Integrating means administration and staff are expected to contribute toward the district commitment of equal educational opportunities for all students.

Madison has learned that a decentralized integrating approach to the education of all children increases the learning experiences of both handicapped and non-handicapped students. Further, broader ownership of education for all children develops from team decision-making, and continual curriculum and staff development is essential.

One of the most difficult lessons to be learned is that political involvement and attention to public relations is essential. Professional administrative staff must be visible in the schools to show support and assist in solving problems, while, at the same time, being visible in the community in advocating for programs and accessing a variety of advocacy groups and legislators who affect policy. Finally, the importance of parent involvement in the school, in the community, and in the development of individual student programs cannot be overstressed. Parent involvement leads to understanding and advocacy for programs which are in the best interests of children.

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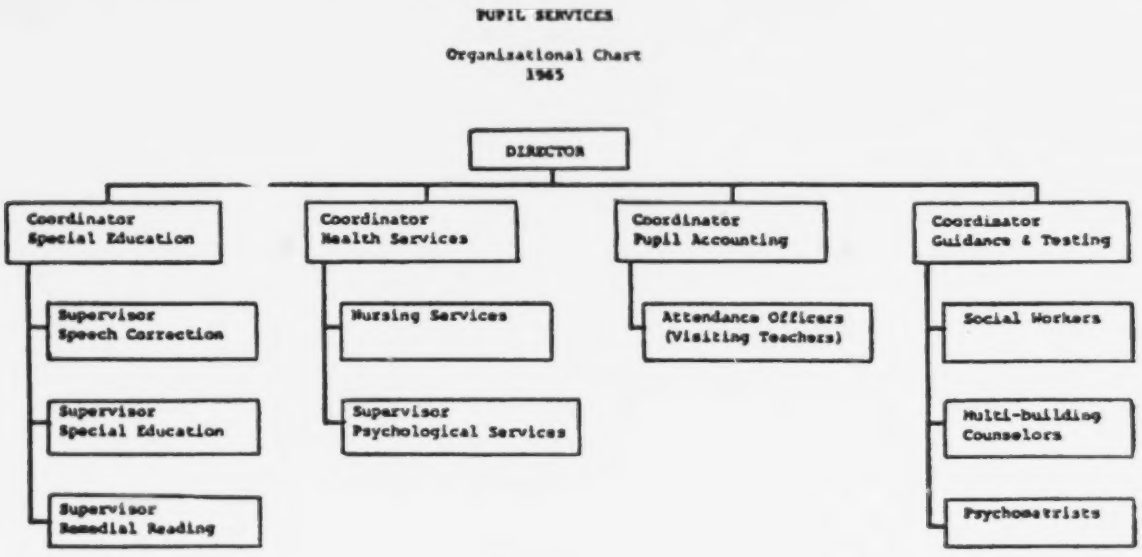

Figure 1

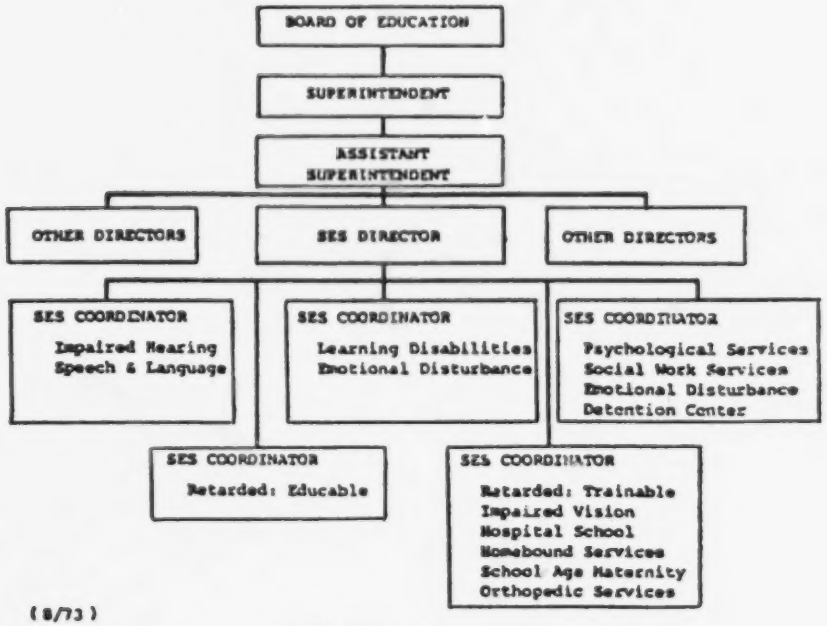

Figure 2

Madison Metropolitan School District

INSTRUCTIONAL SERVICES DIVISION

Organizational Chart

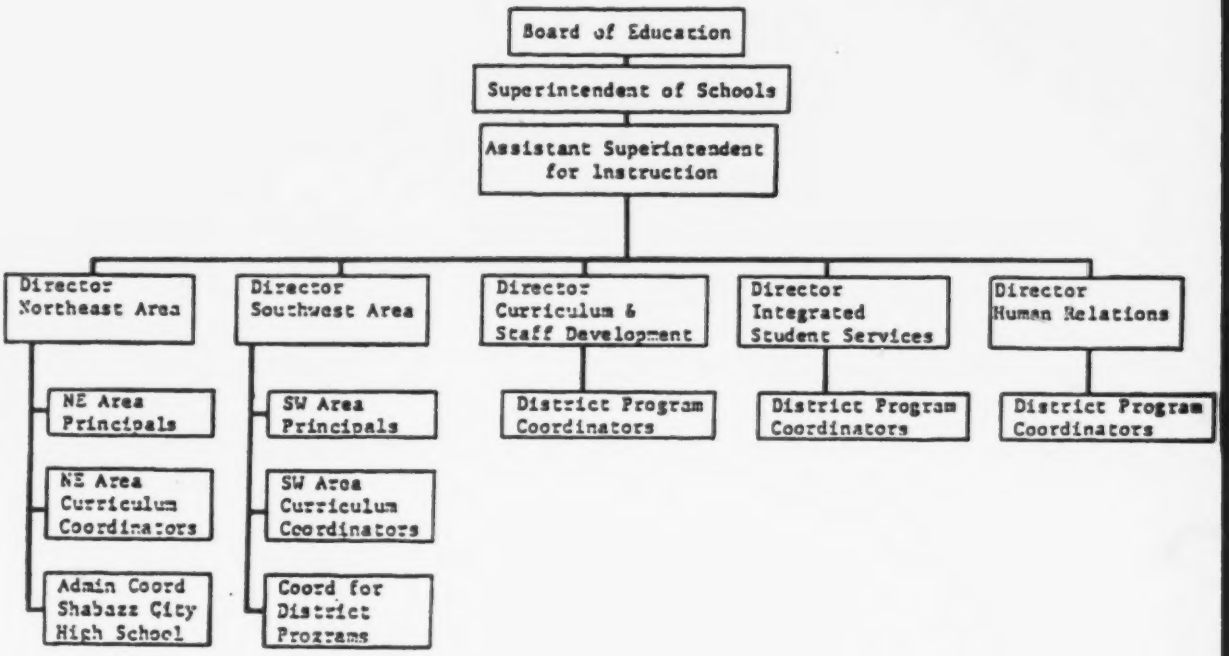

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Figure 3

Madison Metropolitan School District

INSTRUCTIONAL SERVICES DIVISION
DEPARTMENT OF INTEGRATED STUDENT SERVICES
Organizational Chart

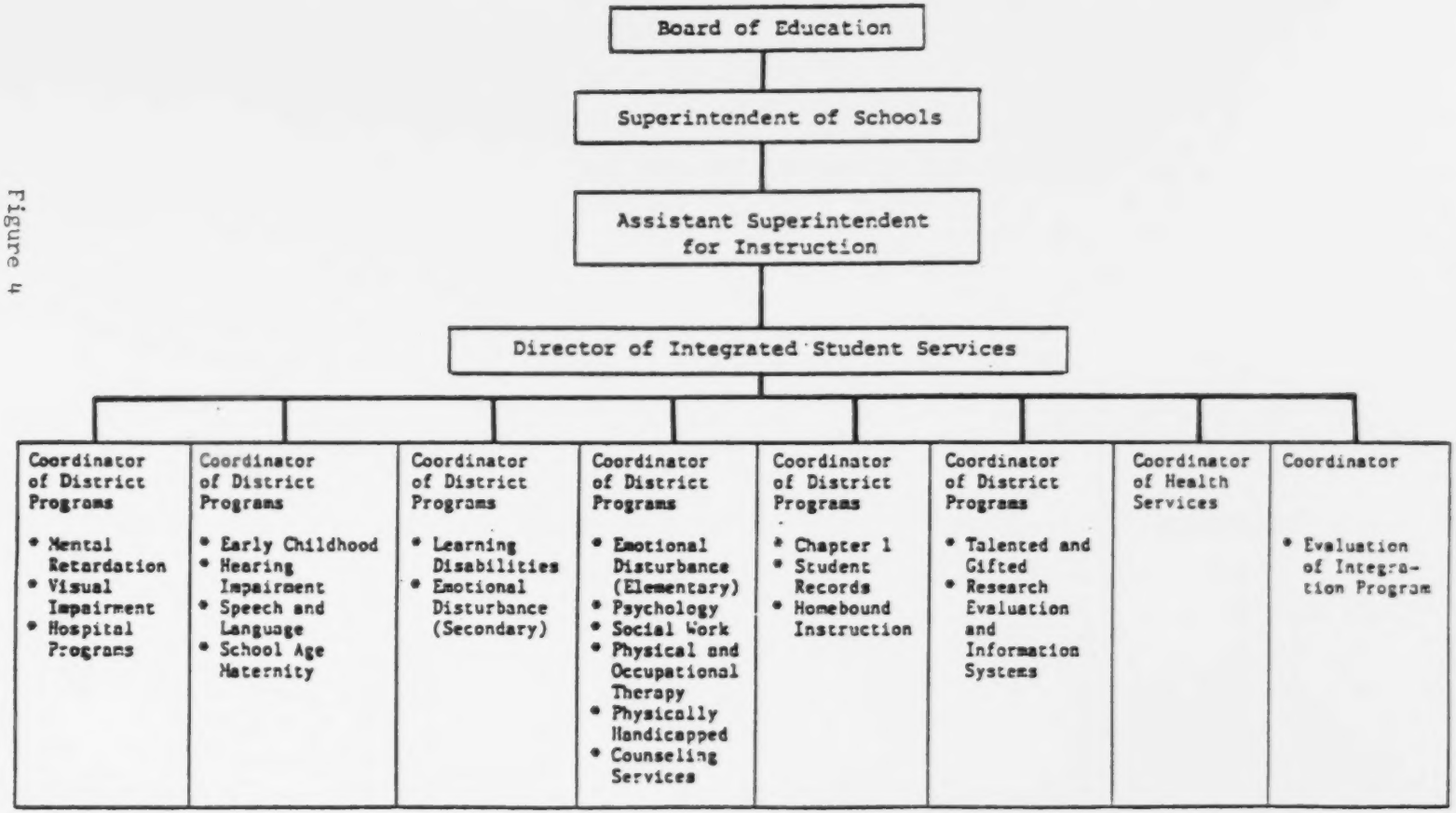

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Figure 4

INTEGRATED STUDENT SERVICES

DISTRICT STUDENT PROGRAMS

Chapter 1
Talented and Gifted
Exceptional Education
Summer School (Regular and Special)
Diploma Completion Program

DISTRICT STUDENT SERVICES

Health
Psychology
Social Work
Counseling
Physical Therapy
Occupational Therapy
Speech and Language Therapy

DISTRICT INFORMATION SERVICES

Student Records and Data
District Achievement Testing
District Research and Evaluation

ADDITIONAL SERVICES AND FUNCTIONS

Alcohol and Other Drug Abuse
Family Change
Staff Development Task Force
Multidisciplinary Team Process Committee
Federal Curriculum and Research Grants (Exceptional Education)
Leadership and Management Teams
MMSD/ UW-Madison Teacher Training

All programs services and functions are Continuously integrating with other instructional components of the district to support one integrated program with options for all students. Thus our new name: INTEGRATED STUDENT SERVICES

Figure 5

Evolving Organizational Structures in Special Education: A Retrospective and Prospective View of the Minneapolis Public Schools

Keith Kromer, Ph.D.

The Minneapolis Public Schools has a long history of service provision to handicapped students dating back to the early 1900s when services for physically handicapped, mentally retarded and hearing impaired were initiated. The first state support for handicapped students, financial aids, occurred in the 1920s. The Minnesota legislative mandate to serve handicapped students was passed in 1957. This legislation provided the impetus for the development of special education services in the Minneapolis Public Schools and across the state. Further expansion occurred in 1972 when legislation was effected making it mandatory to provide services to trainable mentally retarded students. When looking at the present and the future of the organization of special education in the Minneapolis Public Schools, it seems important to reflect upon what has occurred in the past as it provides a very useful framework for planning what can and should occur in the future.

This presentation will provide a brief historical perspective of district and special education organizational structures with corresponding demographics and characteristics of the Minneapolis Public Schools during the last twenty years. This historical perspective is broken into four periods — 1965 through 1967, 1967 through 1975, 1975 through 1980, and 1980 through 1984. The latter reflects the period of leadership by the current Director of Special Education. The major portion of the presentation is devoted to the latter period, describing characteristics of the tenure in relation to the outline provided. The close summarizes briefly some learnings about organizational structures from the perspective of a special education administrator.

Each of the four periods has been characterized by a different superintendent and a different director of special education. Before proceeding with a brief analysis of these periods, it is appropriate to describe some of the demographics and characteristics of the Minneapolis Public Schools during this twenty years.

Student Characteristics

— The Minneapolis Public Schools boundaries are coterminous of the city boundaries.

— The Minneapolis Public Schools have suffered a similar plight as other urban settings across the country — a significant decline in student enrollment from a high in 1965 of 76,000+ to the low of 37,000+ in 1983.

— This student decline has precipitated a major reduction in financial resources, and district-wide budget cuttings have occurred during the last eight years.

— There has also been a change in student characteristics—decline in test scores, minority increase from 10% to 38% at present. This change in student population has resulted in major desegregation problems.

— The handicapped population has hovered around 11-12% throughout this period. At present it is 11.5% with approximately 5,200 students at any time receiving special education service and a yearly total of approximately 9,000 students receiving service.

Community Characteristics

— Changing student characteristics are a reflection of the community changes as well — higher minority population, lower income, but still a very enlightened and progressive citizenry in relation to their interest in and support of the Minneapolis Public Schools.

— There is also strong support from business.

— There are strong parent advocacy organizations for the handicapped.

School Board Characteristics

— Board composition has changed during this period from members of managerial and professional types, primarily interested in policy setting and a hands off approach, to members who are actively involved in the day-to-day management of the school operation.

— During this period there have generally been strong superintendents and supportive boards (with the exception of Period 3).

— District-wide administrative structures and special education administrative structures have changed during each of the four periods.

District Administrative Characteristics

— There have been strong principals' organizations.

— Top regular education administrative positions have been filled through the principals' ranks.

Summary of Administrative Organization Structural Characteristics

— Each period is reflective of the superintendent's and/or director of special education's values, philosophy, leadership style and skills, the characteristics of the student population, district finances, parent/community/board of education expectations.

— Common characteristics throughout this period are: A strong line and staff regular education organizational structure (line being the instructional system and staff the support system).

— During this 20 year period the district organizational structure has evolved from one which was highly centralized to a modified centralized/decentralized structure, and back to a centralized structure.

— During the same period, the special education organizational position within the district, i.e. the vertical positioning of the department, has not changed. The major functions of special education administration have remained centralized organizationally, while some functions have been decentralized in relation to the changes made by the regular education structure. The major special education restructuring has come about through horizontal reorganization with other support systems. Special education is structurally organized within the district organization as a support department, reporting to the district's instructional head (Associate, Deputy Superintendents).

— There is strong adherence to the formal organization within the district structure, while there is also a very strong informal communication network.

Period #1 (1965-67), First Superintendent and Consultant in Special Education

— Period of student enrollment growth peaked in 1965 at 76,000.

— A period of program expansion in special education as a result of the 1957 special education mandates and the start of the field of learning disabilities in the State of Minnesota.

— Centralized administrative structure during this period. (See Chart #1)

— Top special education position in the district is Consultant in Special Education.

— Categorical special education organizational structure based on disability categories.

— Strong superintendent and supportive board of education.

— National/State educational climate: conservative, basic academic programs.

Period #2 (1967-75), Superintendent #2 and Director of Special Education #2

— Strong superintendent with support of board of education.

— Beginning of decline in student enrollment. During this period enrollment declined rapidly to 53,000 students in 1975.

— National/State education climate: period of innovation, modular scheduling. Program/Course offerings, away from basic academic education.

— Continued special education program expansion and refinement.

— Starting of mandated trainable programs, autism programs, support systems such as the Prescriptive Instruction Center, vocational programs, reorganization of categorical disability programs for MR, movement to close out special classes, development of preschool program.

— Movement from a totally centralized district administrative structure to one partially decentralized. Reorganization to two pyramids and then to three areas.

— The special education organizational structure during this period shifted from a completely centralized administrative structure to a partially decentralized structure with the major policy functions and district-wide administrative functions remaining centralized while there was decentralization of student placement, programming, decision making and selected hiring functions.

— During this period the Special Education Department organized multidisciplinary teams in each school to effect handicapped student placement. These teams were called Student Support Teams which today remain in place and serve as the focal point for student identification and assessment, program planning, placement and review. (See Chart #2)

Further Modification

— 1968 reorganization of special education services to include district social work services, psychological service (horizontal reorganization of these district support services within special education; health services was added a year later). (See Chart #3)

— 1972 restructuring of special education program services moving away from categorical disability programs to a cross categorical organizational structure which would continue to be refined over the years, evolving toward a noncategorical delivery system. (See Chart #4 & #5)

Period #3 (1975-80), Superintendent #3 and Director of Special Education #3

— This period is characterized by a major scaling down. There was a significant student population decline from 53,000 students to 40,000 students.

— A weak superintendent and a changing board which won election on the basis of reforming the schools. The board wanted to play a major role in the day-to-day administration of the schools.

— National/State education climate: No focus, entrenchment, survival.

— There were significant district-wide program reductions and financial problems.

— During the initial phase of this period the district administrative structure continued to be decentralized.

— The district moved away from a decentralized administrative structure during the latter part of the period.

— The centralized special education structure remained in place, with partial decentralization. Special education administration moved from the central headquarters of the school district to another school location; thus removing itself from day-to-day informal communication and contact with top district administration.

— During this period there was a reduction of approximately 14.0 administrative positions affecting all levels of special education leadership (Assistant Directors, Coordinators, Administrators, Teachers on Special Assignments).

— The superintendent during this period was committed to a pupil services support model and, therefore, social work, psychology and health were removed from special education and placed with Guidance under a district-wide support system with a director of these services being named.

— The special education administrative structure during the period was very unstable as a result of administrators leaving the system and positions being frozen and subsequently cut or positions being reduced and administrators bumping into other administrators' positions.

— This was a very difficult period between regular and special education as a result of the total district scaling down to much smaller size and the ill feeling that was created between special education and regular education during the previous period. During that period special education was referenced as being an "empire" and special education administrators as "empire builders." (See Chart #6 & Chart #7)

Period #4 (1980-Present), Superintendent #4 and Director of Special Education #4

— This is a period of continued scaling down and district reorganization as a consequence of the smaller student population and to implement the district's redefined responsibilities.

— National/State education climate: Period of reform, concern for accountability, outcomes.

— This period is described as the period of doing more with less.

— A strong superintendent and supportive board.

— Board intervention in the day-to-day operation of the school district less than Period #3 but somewhat more than Periods #1 and #2.

— Student enrollment decline bottomed out in 1983 at 37,000 and is now moving upward at approximately 1-5% per year.

— A district-wide long-range plan for reorganization was developed in 1981 and implemented in 1982-83.

— Restructuring of the district administrative *structure* moving away from a partially decentralized structure to a completely centralized organizational structure.

— Return of support services (psychology, social work and health) to the special education department.

— Continued budget reductions at all levels of the organization — some administrative budget reductions in special education took place.

— Internal reorganization of the special education department to reflect the continued administrative reductions and the return of social work, psychology and health.

— Improved relationships among all of the district divisions' programs, particularly between special education and the regular education instructional lines, principals. Increasing number of special educators becoming regular education principals.

Period #4 is the period for which the current Director of Special Education has had major responsibility and can best address in terms of the issues and concerns regarding the evolving MPS special education organizational structure.

A. National and State Trends During Period

The implementation of P.L. 94-142 during this period and the state trends toward implementation of this sweeping legislative enactment was apparent. The major expansion of special education services in Minneapolis occurred prior to the 1977 federal mandate. The district was in a period of declining enrollment, which was characteristic of other urban school districts across the country. During this period, the MPS was struggling with interpreting the federal special education mandate more than with the expansion of service to address the mandate (interpretation of concepts such as least restrictive environment, appropriate services, related services, due process procedural ques-

tions, etc.). Of course, the rest of the country was struggling with these issues as well. The question of full service was not as critical in MPS as it might have been in other places; the concern in MPS was for the rules and regulations as a result of P.L. 94-142 and the "red tape" they brought. This created an initial backlash in Minneapolis among regular educators and created a backlash that contributed to much of the acrimony that preceded the current tenure. Administrators in regular education were hostile toward special education. The 94-142 mandate gave them one more reason to vent their anger toward special education. Some of the prevailing forces then at the national, state and local level were:

- National/State reform, back to the basics, accountability, concerns for inputs, attention directed at outputs.
- declining enrollments
- financial problems—shortage of dollars
- significant budget reductions continuing
- animosity toward special education because of the new requirements and red tape that were considered add-on responsibilities for administrators in the regular schools at a time that they were being cut back and losing their positions
- significant line staff conflicts, principal antagonism

During the initial part of the period, there were parental and advocacy concerns for implementation of the special education mandates to address handicapped students' needs. As may be recalled, during the period of roughly 1977-81 there was much trial and error in implementing P.L. 94-142. During this period, Minneapolis had a total of two due process hearings which occurred prior to 1979. Since that time, there have been no due process hearings.

There was extreme pressure to reduce administrative staff. The public and the board of education expressed concern that there were too many administrators in Minneapolis and that special education was particularly top heavy, even after significant reductions of leadership staff prior to 1979. As an example, when the assistant director assumed the directorship, the position of assistant director was frozen and subsequently cut in the next budget year.

B. Values of Stakeholders.

During this period since 1979 there has been a difference in viewpoint. Board members were given information by administration which reflected their concerns for the growth in special education and "too many administrators." At the same time parent advocates were advocating for increased special education services, (not necessarily administrators, but for an expansion of services as a result of the P.L. 94-142 mandate). Not all board members and administrators were making decisions on the basis of prejudice or feelings regarding the growth in special education, however, as the period since 1979 has been one of a scaling down across the district. There have been significant reductions of all categories of staff in all district structures and special education has not been disproportionately reduced in relation to other structures. While there was some concern for the number of special education administrators initially, the concern has diminished as a result of direct and open communication with top administration regarding the department's responsibilities.

C. Need for Change. Cause

Upon becoming Director of Special Education, the assistant director's position was frozen, and there had been a great number of administrative position reductions during Period #3 that resulted in Department instability and gaps in the organizational structure to the point that the Department had to be reorganized to address ongoing and new responsibilities.

With new leadership came a "new philosophy," new department directions and priorities for developing a common unified instructional system for all students. A renewed service delivery concept has been promoted: one common, unified delivery system, which can accommodate all students, a true continuum of educational services.

Frankly, the department simply had to reorganize to accomplish daily tasks. The organizational structure was very horizontal as a result of eliminating top administrative positions. The director was in the position of having to respond to a great number of individuals daily, leaving little or no time to perform the priority district-wide leadership activities that could not go unattended. unattended.

D. Opportunities and Constraints

Top administration agreed, upon appointment of the director, that he had the responsibility and the authority to organize the department in relation to stated directions and priorities. The constraints were the lack of financial resources and the unwillingness on the part of top district administration to increase the number of administrative positions. Of course, the total district was in the same situation. Every department was suffering as a result of budget decline and the entire organization's scaling down. This provided an opportunity to "unfreeze," the first stage in the change cycle. With everyone in the same situation, there was an opportunity to promote a renewed philosophy. One part being the feeling that special education should be used as "Developmental Capital" i.e., using special education resources to impact the regular system to bring about change in the entire system for the benefit of all students, and particularly handicapped students. This concept has been promoted along with the breaking down of the dual system that had been in place between special and regular education. At the same time greater cooperation has been promoted among the support services that have been added over a number of years, resulting in a disjointed and overlapping educational delivery system.

E. Tradeoffs in Moving to a New Structure

At the outset of Period #4, the Director immediately began to conceptualize the possibilities of other organizational structures to reflect the needs of the organization. Any structure, of course, other than the one inherited, was seen as likely to bring about reduced involvement in daily decisions, as a result of a loss of direct communication with program administrators. Any introduction of another report line between the director and administrators would reduce communication. That was a tradeoff to free director time to assume other responsibilities. Another tradeoff was the possible risk of being viewed as adding back administrators positions, thus engendering further hostilities between regular and special education.

F. Opportunity for Change

Change occurred in the first year of Period #4, 1981. Administrators' responsibilities changed, creating a Coordinator of Programs position and assigning the overall operation of all special education program services to this position. In 1982, the opportunity to return to the support structure prior to Period #3 (including social work, psychology and health services in special education) occurred as a result of the district's long-range planning activity. Also, the number of district superintendents was reduced, which also contributed to moving these services back to Special Education.

A district-wide long-range plan was developed during 1981 which served as an arena for cooperative planning efforts among special education and other district services, which facilitated communication among the various organizational structures in the district and gave special education an opportunity to promote its philosophy and rebuild relationships and/or initiate new relationships. These relationships have been fostered through the informal communications structure as well as

the formal. With the national state reform movement, there was an opportunity to capitalize on the skills that special educators had developed and to assist regular education in restructuring itself.

G. Organizational Structure

The organizational structure exisitng at the conclusion of Period #3 (1978-80) is shown in Chart #7, while Chart #8 shows the 1980-81 structure inherited by the current director.

Phases of Installation — Current Structure. The restructuring of special education administration has been an evolving process. In 1981, an internal study of the Department's organization was done with a change in the structure resulting. There was a collapsing of programs, moving to an Assistant Director for Programs without the formal title. This person's title is Program Coordinator, but she has the responsibilities of the former Assistant Director. In 1982-83, as described in the district's long-range plan, the district moved away from a pupil personnel services model back to a student services model, again including social work, psychology and health in the special education department. This restructuring necessitated a study of these major programs to determine how they might best be administered. They, too, had undergone budget reductions at the top levels and it was necessary to review the functions of these organizations and determine the appropriate levels of leadership, i.e. program management, titles, roles, etc. Health services is an example.

During the 1982-83 period the special education program coordinator's work year was changed from 42 week to 48 week to reflect the responsibilities of this position.

Current Organizational Structure. The features of the current structure include a flatter configuration compared to Period #2 which was more vertical in nature and was tighter conceptually on paper. The present structure enhances communication and facilitation of mandated responsibilities with the return of social work, psychology and health. Prior to these programs' removal in 1977 the special education delivery system was organized around these services in the buildings, the Student Support Teams.

(See Chart #11)

The Coordinator for Special Education Programs works with support services administrators. While there is a division between support and direct services, this division is overcome as a result of the internal communication structure.

There is promotion of teaming not reflected on paper, department teaming is a high priority — modeling teaming at the department level which carries through to school Student Support Teams. Not reflected in the structure on paper is the practice of "Ad hocracy," assigning administrators major department activities above their normal assignments.

These assignments may have a duration of up to one year or more. The informal and ad hoc structure is promoted and valued to the extent that administrators are anticipating change, thus the organization is more flexible and responsive to ever changing needs.

There is continuing movement toward service delivery decategorization across the special education programs, which will result in the complete decategorization of school based services in the future. While it is not reflected on the chart, many leadership staff are assigned to regular education responsibilities — curriculum, management information, etc. — which enhances communication among the special education department and other district departments. The major problems in the structure are that there are administrators on temporary assignment filling some administrative positions, and they split between support and direct services in the report lines. Also, the work load of department leadership staff is very heavy, thus potentially creating a very stressful working environment. The title of some administrative positions also presents some difficulties.

B. Assessment Efficiency and Effectiveness. To date, there has been relative success in implementing the philosophical and programmatic directions. Great progress has been made toward major program improvements, moving further toward a curriculum based measurement approach in identifying handicapped students and providing their education through a regular classroom curriculum based measurement system; thus progressing toward a unified instructional delivery system.

The organizational structure supports the major directions that the department has initiated — behavior development, development of a management information system (MIS) in the areas of staff, student, state reporting and financial accounting.

Program evaluation while not identified in the current organization, has received a high priority under the MIS. Resources have been allocated for this purpose.

There is great emphasis on curriculum development in cooperation with regular education through the Prescriptive Instruction Center. Outside contractors have been used for specific tasks that the department sees as high priority, but which individuals in the department (either because of time commitment or their lack of skill) cannot accomplish, such as proposal writing, brochures and newsletter development, handbook development. There is more reliance on outside consultation to assist in the development of specific department tasks.

Possible Future Changes. Chart %12 shows the 1983-84 district proposed reorganization movement of all support services under department support services. The implementation of this plan is in question at the present time as the district has already shifted some of the support services to other support lines as a result of administrative changes in these programs.

LEP reporting to the Director of Curriculum Equal Education Services collapsed under Indian Education and organized into a new Department of Student Achievement

Refinements, and/or future directions, in the present special education structure include greater emphasis on:

- collaborating with regular education;
- more internal multidisciplinary teaming across programs and support services;
- restructuring Special Schools Programs at the program levels; the possibility of not assigning principals to selected Special Schools Programs;
- continued emphasis on developing the Management Information System, particularly in the areas of student and program evaluation.
- further decategorization of school based programs.

H. Learnings

- The leaders' values and philosophy generally establish how the organization will be structured.
- There may be many organizational structures which can address an organization's mission, goals, objectives. There are tradeoffs and constraints under any structure. One needs to set priorities as to which structure will best address the organization's needs.
- How the organizational structure looks on paper and/or conceptually is less important to the ultimate success of the organization than the people factors. Skilled and motivated leadership staff can overcome the flaws in an administrative organizational structure. Leadership can establish the climate for overcoming any structural flaws.
- Creating the climate of openness, trust, mutual respect and togetherness is fundamental to the health of any organization. Without such a climate it will be very difficult, if not impossible, to achieve the organization's mission given any organizational structure.
- The selection of competent and flexible leadership staff can accommodate to a variety of organizational structures.
- There is a need to recognize the informal organizational structure as well as the formal structure in any administrative organization. The promotion of both is healthy and needed if the organization is to accomplish its stated mission.

- There is a need to recognize the informal as well as the formal communication structures and to promote and accommodate both.
- An organizational structure must be flexible and there must be recognition given to such flexibility by staff so that change can occur as needs dictate. Change should be expected and recognized as a part of the evolution of an organizational structure.
- The concept of ad hoc administrative assignments of less than one year's duration, to carry out critical administrative activities, has proven effective. This provides the opportunity for administrators whose skills may not be completely utilized within their present roles to expand their responsibilities, thus creating greater job satisfaction and the accomplishment of the organization's objectives.
- It is important to reflect an organizational structure that is simple and efficient, thus allowing access by a variety of sources directly to the top, providing a buffer where necessary. Bureaucratic layers of administrators or a structure that promotes such is difficult to overcome from a psychological as well as an organizational standpoint.

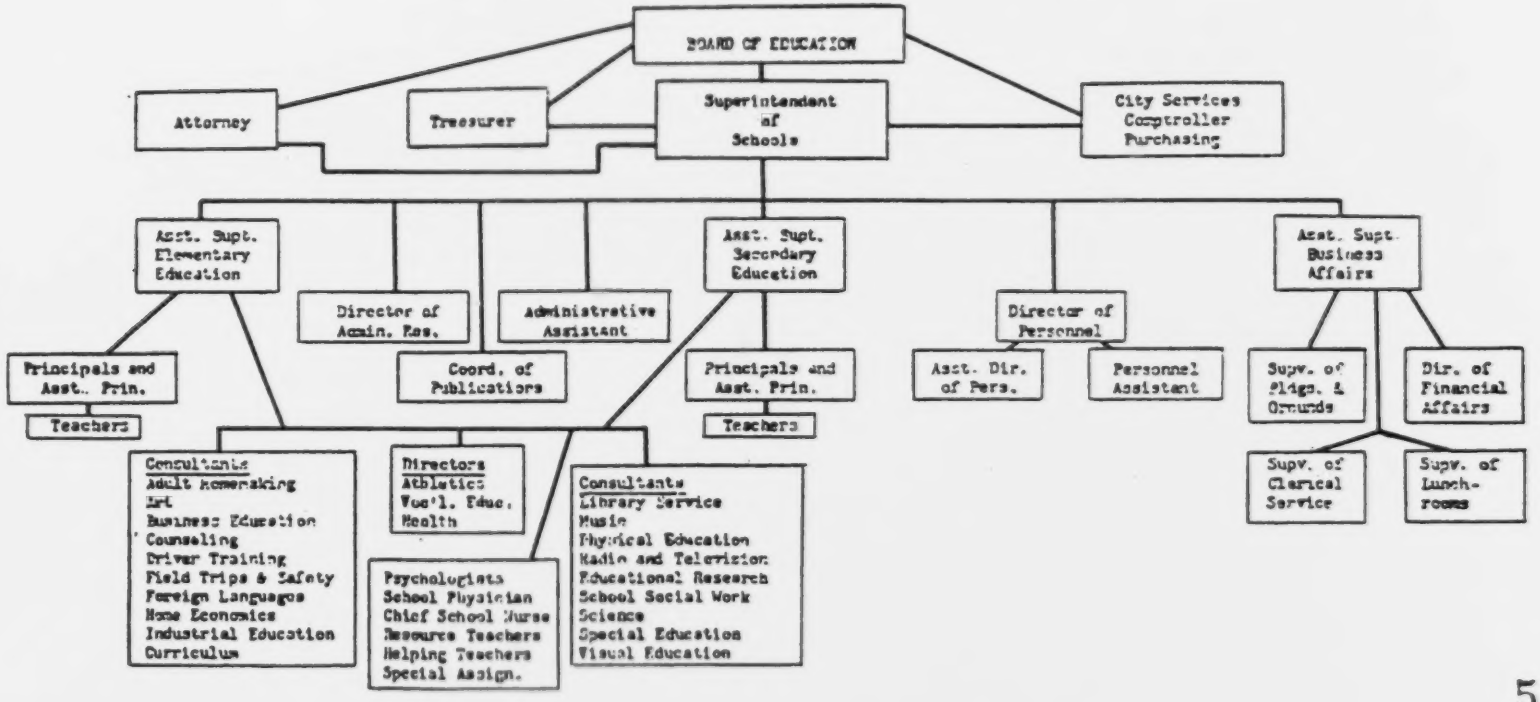
Minneapolis Public Schools

District and Special Education Administrative Organizational Structures

1965-1985

Chart #1

FUNCTIONAL ORGANIZATIONAL CHART - SPECIAL SCHOOL DISTRICT NO. 1 - MINNEAPOLIS



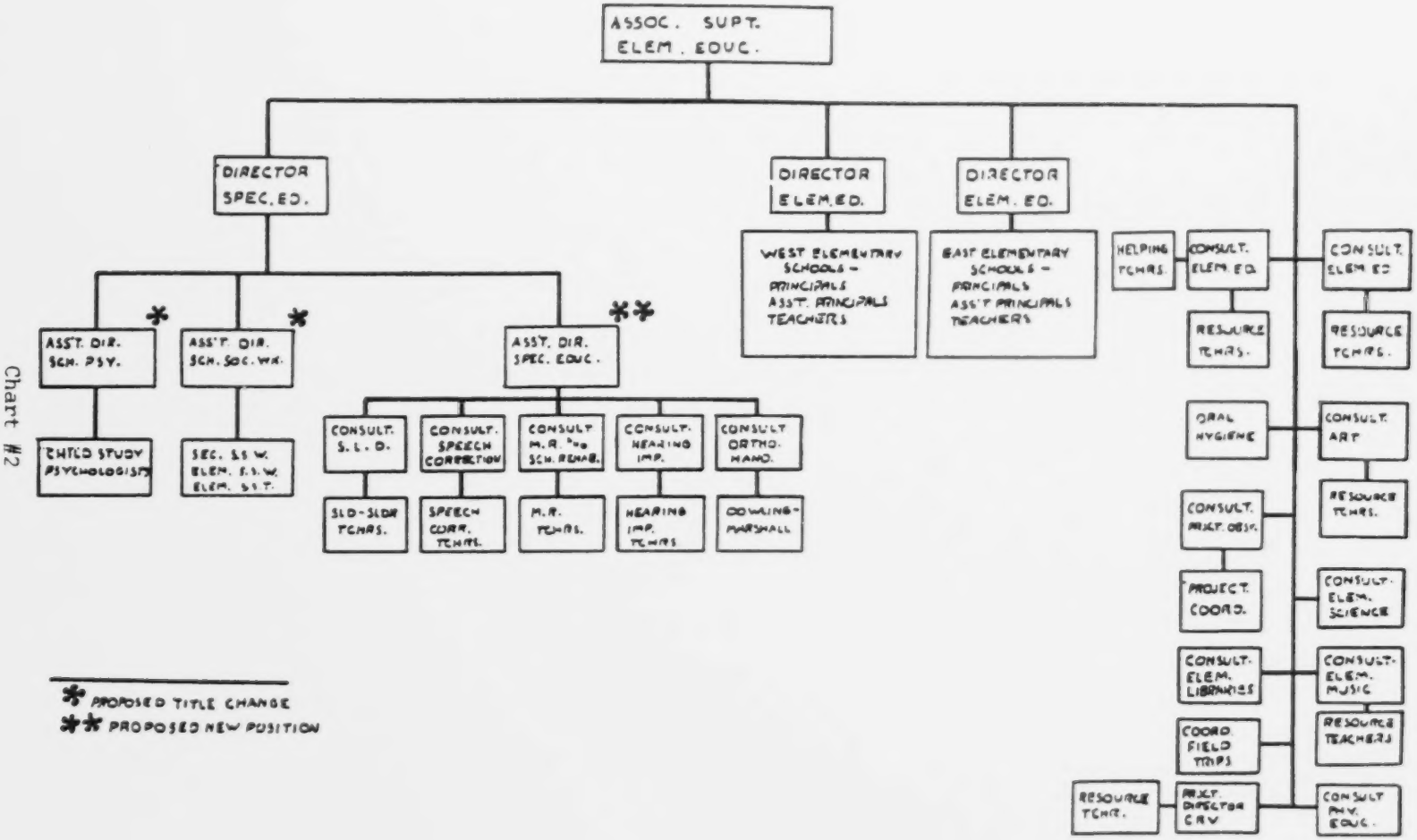

ASSOC. SUPT.
ELEM. EDUC.
DIRECTOR SPEC. ED.
DIRECTOR ELEM. ED.
DIRECTOR ELEM. ED.
WEST ELEMENTARY SCHOOLS – PRINCIPALS ASST. PRINCIPALS TEACHERS
EAST ELEMENTARY SCHOOLS – PRINCIPALS ASST PRINCIPALS TEACHERS
HELPING TCHRS.
CONSULT. ELEM. ED
CONSULT. ELEM ED
RESOURCE TCHRS.
RESOURCE TCHRS.
ASST. DIR. SCH. PSY.
ASST. DIR. SCH. SOC. WK.
ASST. DIR. SPEC. EDUC.
ORAL HYGIENE
CONSULT. ART
RESOURCE TCHRS.
CHILD STUDY PSYCHOLOGISTS
SEC. SS W. ELEM. S.S.W. ELEM. S.T.
CONSULT. S.L.D.
CONSULT. SPEECH CORRECTION
CONSULT M.R. & SCH. REHAB.
CONSULT. HEARING IMP.
CONSULT ORTHO. HAND.
CONSULT. PHYS. OBS.
PROJECT COORD.
CONSULT. ELEM. SCIENCE
SLD-SLDR TCHRS.
SPEECH CORR. TCHRS.
M.R. TCHRS.
HEARING IMP. TCHRS
COWLING-MARSHALL
CONSULT. ELEM. LIBRARIES
CONSULT. ELEM. MUSIC
COORD. FIELD TRIPS
RESOURCE TEACHERS
RESOURCE TCHR.
ASST. DIRECTOR CAV
CONSULT PHY. EDUC.
* PROPOSED TITLE CHANGE
** PROPOSED NEW POSITION

Chart #2

1971-1972 Organizational Chart
Division of Special Education

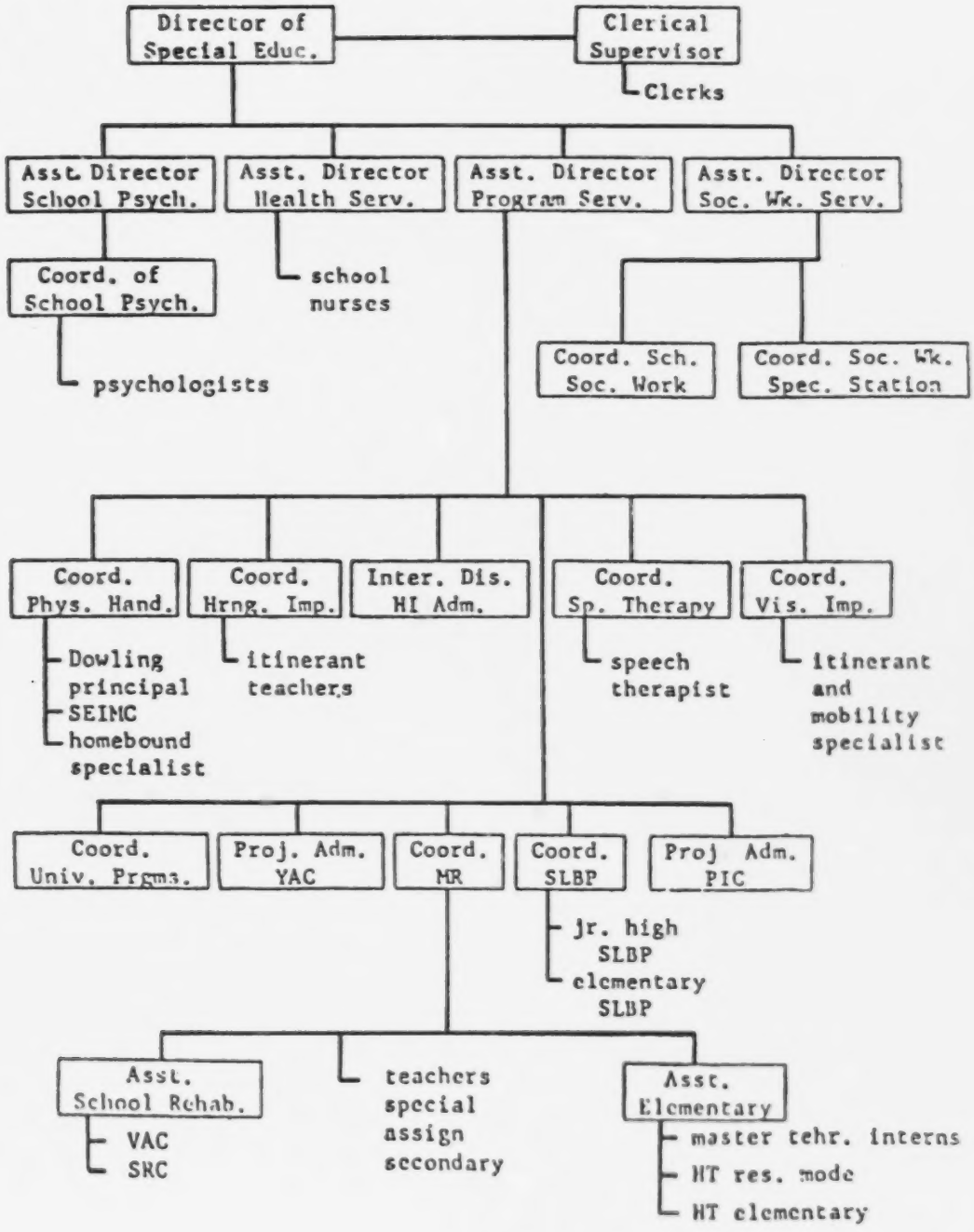


Chart #3

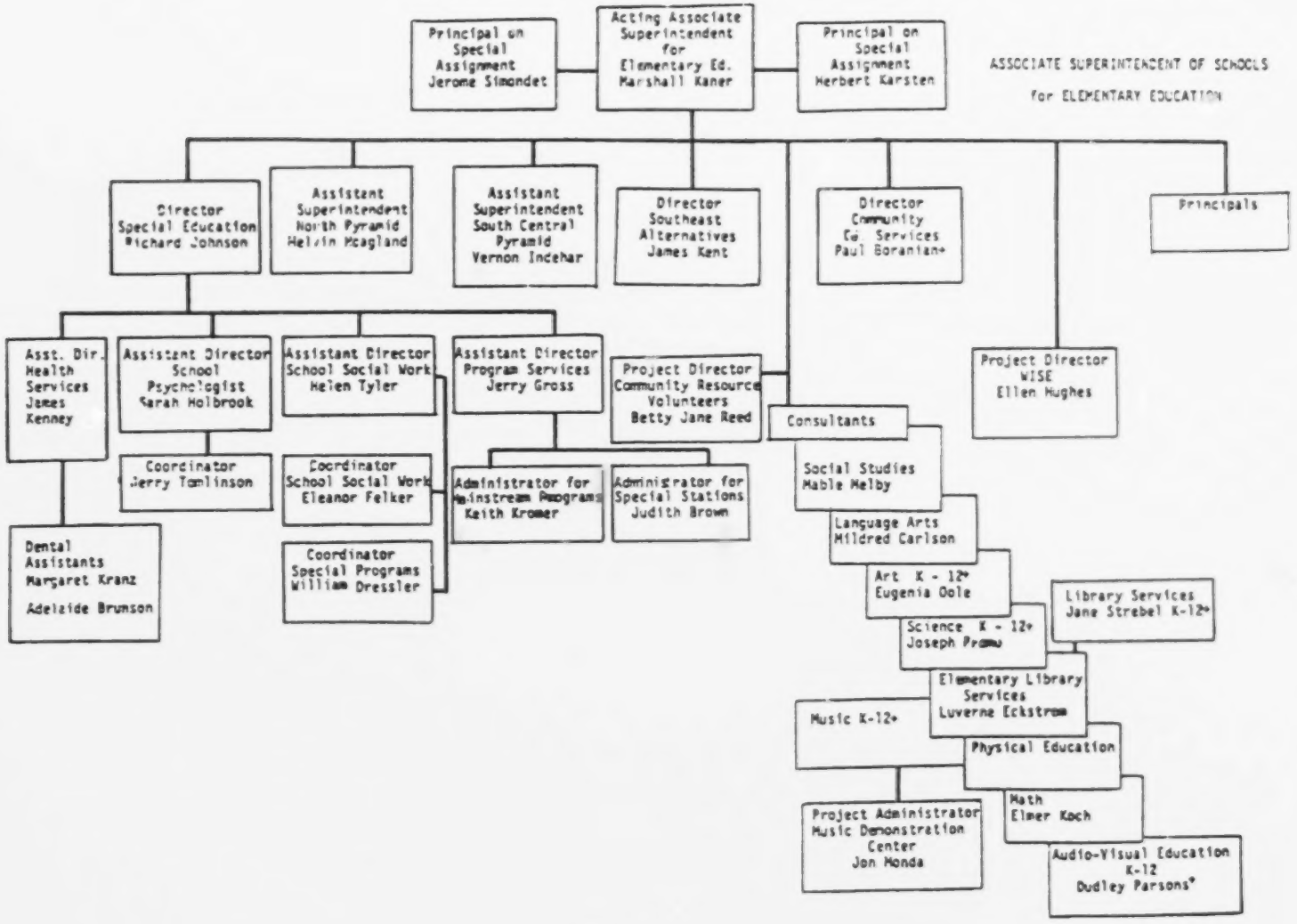

ASSOCIATE SUPERINTENDENT OF SCHOOLS
for ELEMENTARY EDUCATION
Principal on Special Assignment Jerome Simondet
Acting Associate Superintendent for Elementary Ed. Marshall Kaner
Principal on Special Assignment Herbert Karsten
Director Special Education Richard Johnson
Assistant Superintendent North Pyramid Helvin Meagland
Assistant Superintendent South Central Pyramid Vernon Inchar
Director Southeast Alternatives James Kent
Director Community Co. Services Paul Boranian*
Principals
Asst. Dir. Health Services James Kenney
Assistant Director School Psychologist Sarah Holbrook
Assistant Director School Social Work Helen Tyler
Assistant Director Program Services Jerry Gross
Project Director Community Resource Volunteers Betty Jane Reed
Project Director WISE Ellen Hughes
Consultants
Coordinator Jerry Tomlinson
Coordinator School Social Work Eleanor Felker
Administrator for Mainstream Programs Keith Kromer
Administrator for Special Stations Judith Brown
Social Studies Mable Melby
Language Arts Mildred Carlson
Art K - 12* Eugenia Oole
Library Services Jane Strebel K-12*
Science K - 12* Joseph Pranu
Elementary Library Services Luverne Eckstrom
Dental Assistants Margaret Kranz
Adelaide Brunson
Coordinator Special Programs William Dressler
Music K-12*
Physical Education
Project Administrator Music Demonstration Center Jon Honda
Math Elmer Koch
Audio-Visual Education K-12 Dudley Parsons*

Chart #4

1972-1973 Organizational Chart
Division of Special Education

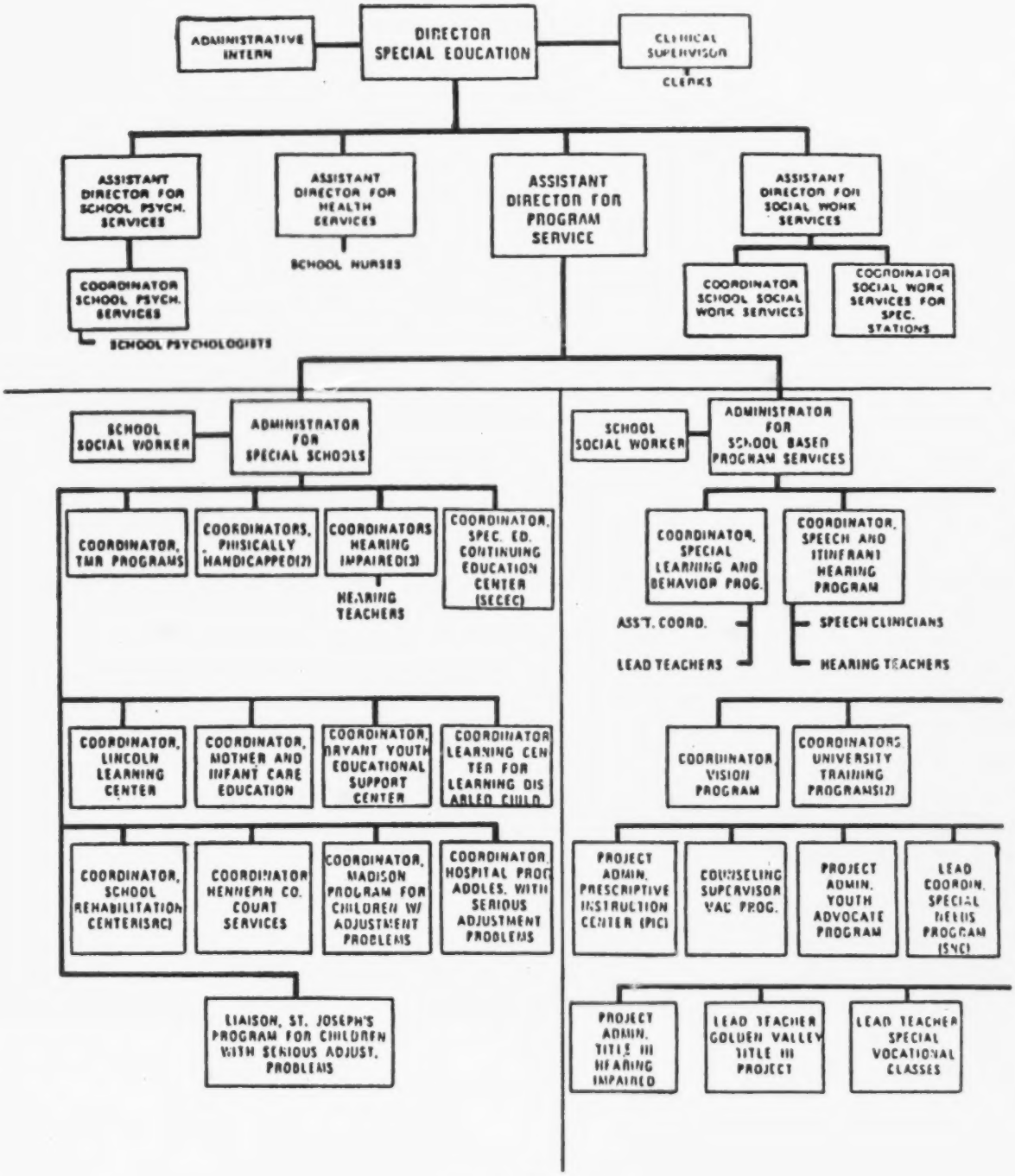

ADMINISTRATIVE INTERN
DIRECTOR SPECIAL EDUCATION
CLERICAL SUPERVISOR
CLERKS
ASSISTANT DIRECTOR FOR SCHOOL PSYCH. SERVICES
ASSISTANT DIRECTOR FOR HEALTH SERVICES
ASSISTANT DIRECTOR FOR PROGRAM SERVICE
ASSISTANT DIRECTOR FOR SOCIAL WORK SERVICES
SCHOOL NURSES
COORDINATOR SCHOOL PSYCH. SERVICES
SCHOOL PSYCHOLOGISTS
COORDINATOR SCHOOL SOCIAL WORK SERVICES
COORDINATOR SOCIAL WORK SERVICES FOR SPEC. STATIONS
SCHOOL SOCIAL WORKER
ADMINISTRATOR FOR SPECIAL SCHOOLS
SCHOOL SOCIAL WORKER
ADMINISTRATOR FOR SCHOOL BASED PROGRAM SERVICES
COORDINATOR, TMR PROGRAMS
COORDINATORS, PHISICALLY HANDICAPPED(2)
COORDINATORS HEARING IMPAIRED(3)
COORDINATOR, SPEC. ED. CONTINUING EDUCATION CENTER (SECEC)
HEARING TEACHERS
COORDINATOR, SPECIAL LEARNING AND BEHAVIOR PROG.
COORDINATOR, SPEECH AND ITINERANT HEARING PROGRAM
ASST. COORD.
LEAD TEACHERS
SPEECH CLINICIANS
HEARING TEACHERS
COORDINATOR, LINCOLN LEARNING CENTER
COORDINATOR, MOTHER AND INFANT CARE EDUCATION
COORDINATOR, BRYANT YOUTH EDUCATIONAL SUPPORT CENTER
COORDINATOR LEARNING CENTER FOR LEARNING DISABLED CHILD
COORDINATOR, VISION PROGRAM
COORDINATORS UNIVERSITY TRAINING PROGRAMS(2)
COORDINATOR, SCHOOL REHABILITATION CENTER(SRC)
COORDINATOR HENNEPIN CO. COURT SERVICES
COORDINATOR, MADISON PROGRAM FOR CHILDREN W/ ADJUSTMENT PROBLEMS
COORDINATOR HOSPITAL PROG ADOLES. WITH SERIOUS ADJUSTMENT PROBLEMS
PROJECT ADMIN. PRESCRIPTIVE INSTRUCTION CENTER (PIC)
COUNSELING SUPERVISOR VAC PROG.
PROJECT ADMIN. YOUTH ADVOCATE PROGRAM
LEAD COORDIN. SPECIAL NEEDS PROGRAM (SNC)
LIAISON, ST. JOSEPH'S PROGRAM FOR CHILDREN WITH SERIOUS ADJUST. PROBLEMS
PROJECT ADMIN. TITLE III HEARING IMPAIRED
LEAD TEACHER GOLDEN VALLEY TITLE III PROJECT
LEAD TEACHER SPECIAL VOCATIONAL CLASSES

Chart #5

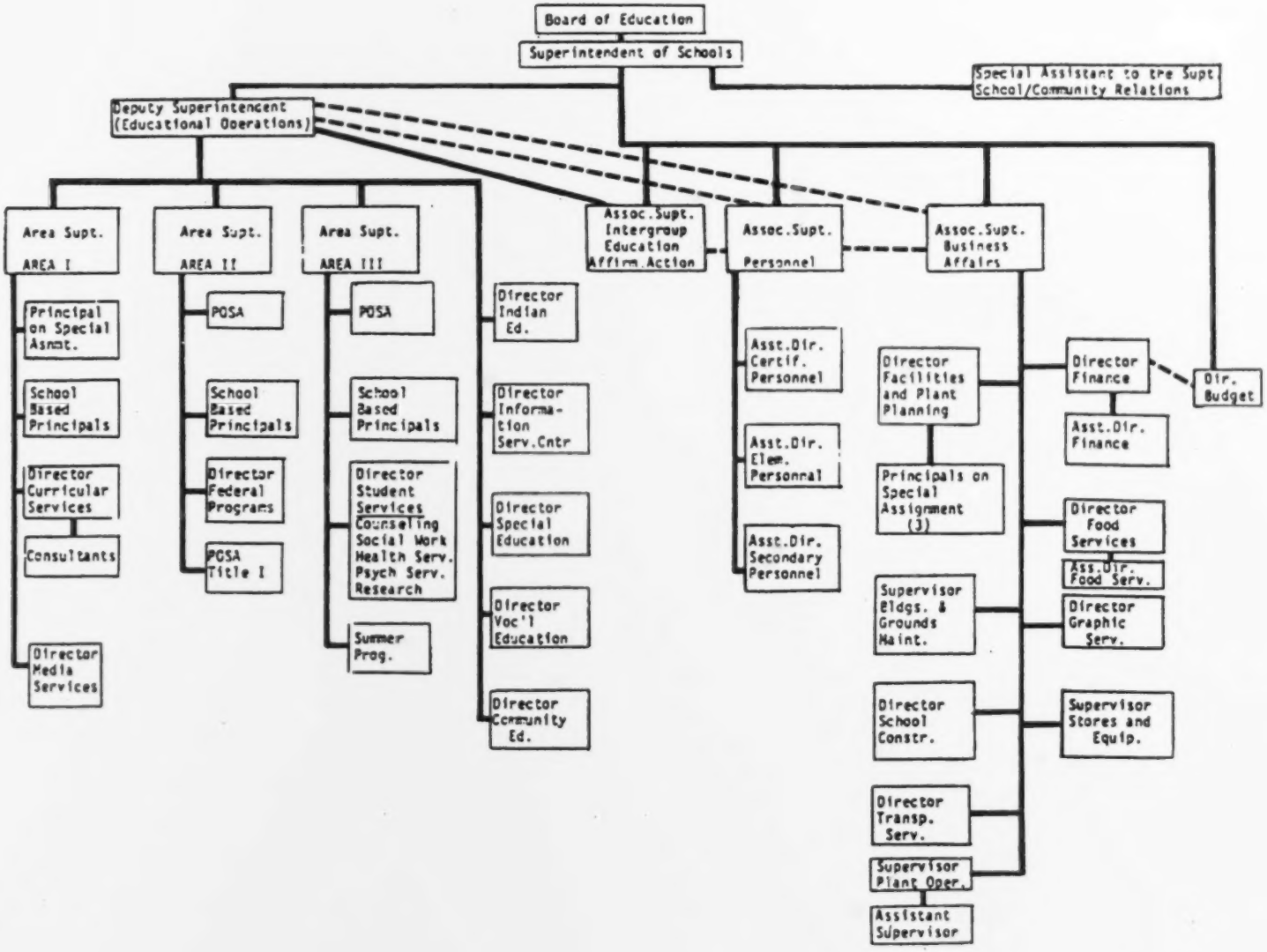

Board of Education
Superintendent of Schools
Special Assistant to the Supt School/Community Relations
Deputy Superintendent (Educational Operations)
Area Supt. AREA I
Area Supt. AREA II
Area Supt. AREA III
Assoc.Supt. Intergroup Education Affirm.Action
Assoc.Supt. Personnel
Assoc.Supt. Business Affairs
Principal on Special Asmt.
School Based Principals
Director Curricular Services
Consultants
Director Media Services
POSA
School Based Principals
Director Federal Programs
POSA Title I
POSA
School Based Principals
Director Student Services Counseling Social Work Health Serv. Psych Serv. Research
Summer Prog.
Director Indian Ed.
Director Information Serv.Cntr
Director Special Education
Director Voc'l Education
Director Community Ed.
Asst.Dir. Certif. Personnel
Asst.Dir. Elem. Personnal
Asst.Dir. Secondary Personnel
Director Facilities and Plant Planning
Principals on Special Assignment (3)
Supervisor Bldgs. & Grounds Maint.
Director School Constr.
Director Transp. Serv.
Supervisor Plant Oper.
Assistant Supervisor
Director Finance
Dir. Budget
Asst.Dir. Finance
Director Food Services
Ass.Dir. Food Serv.
Director Graphic Serv.
Supervisor Stores and Equip.

Chart #6

MINNEAPOLIS PUBLIC SCHOOLS
Special Education Department

Administrative Organization
7/78 - 9/80

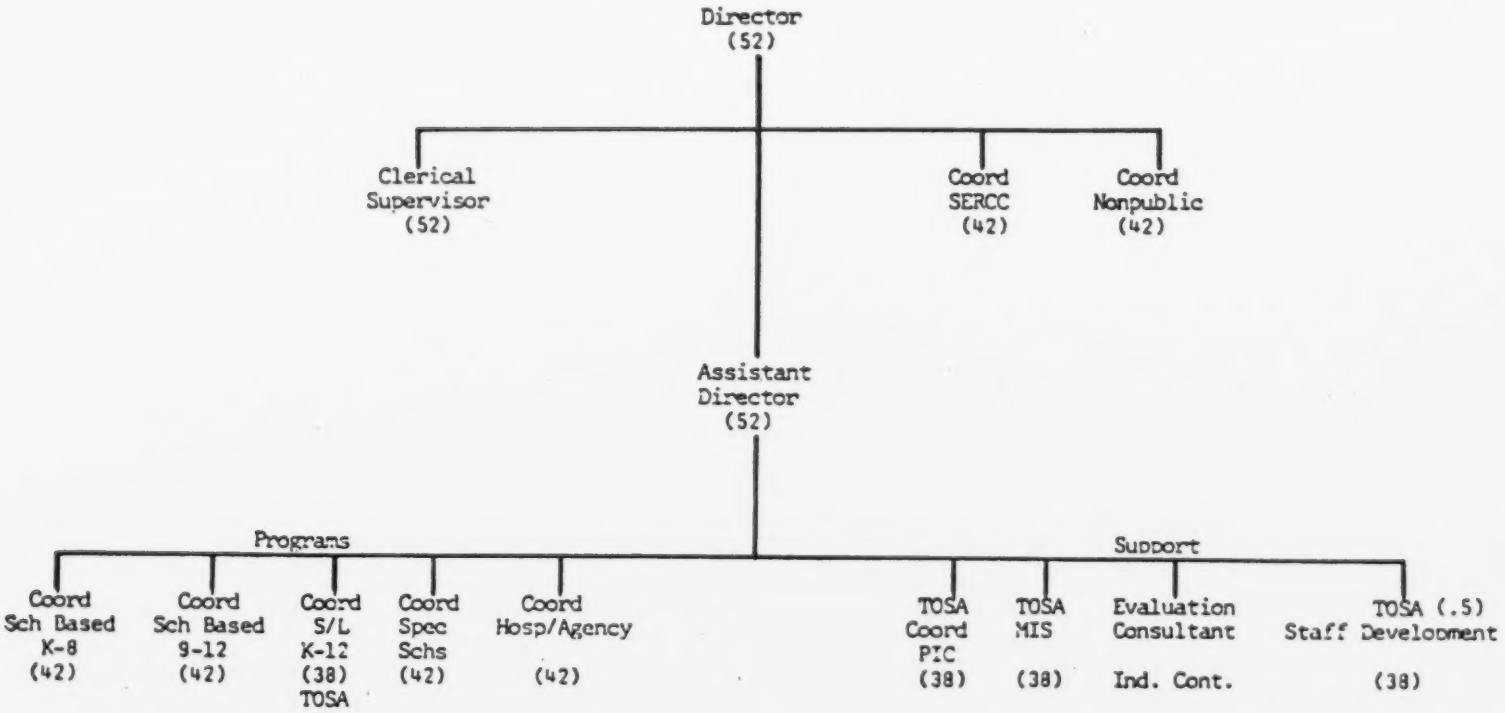


Chart #7

MINNEAPOLIS PUBLIC SCHOOLS
Special Education Department

Administrative Organization
9/80 - 8/81

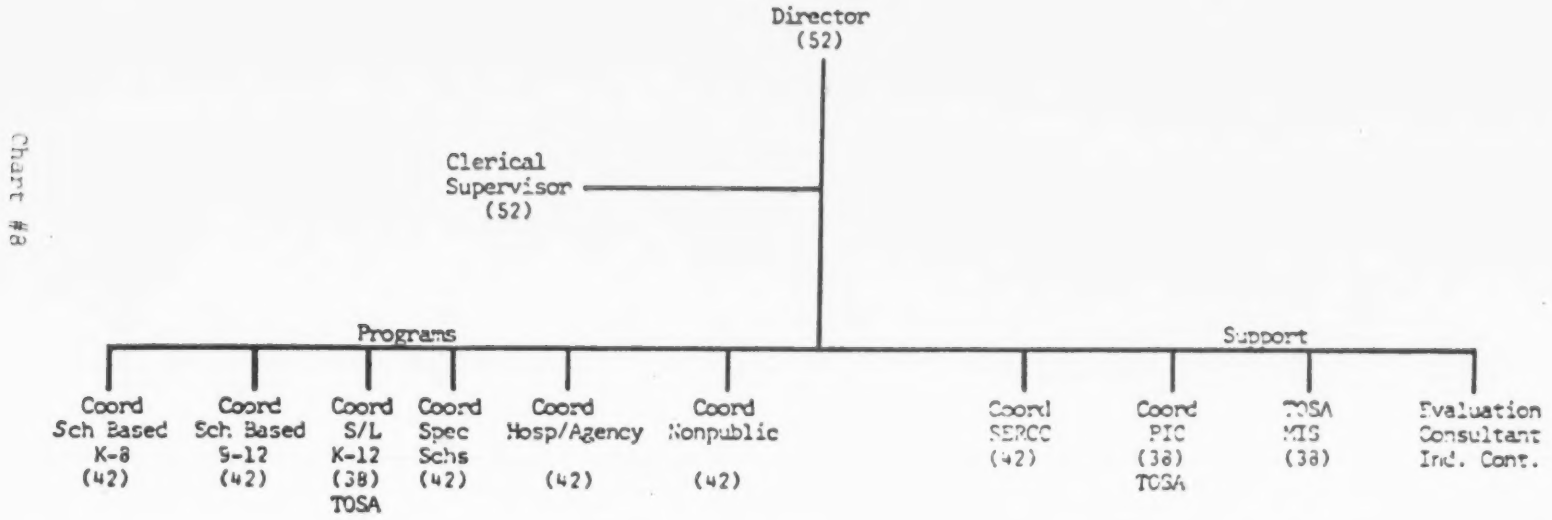


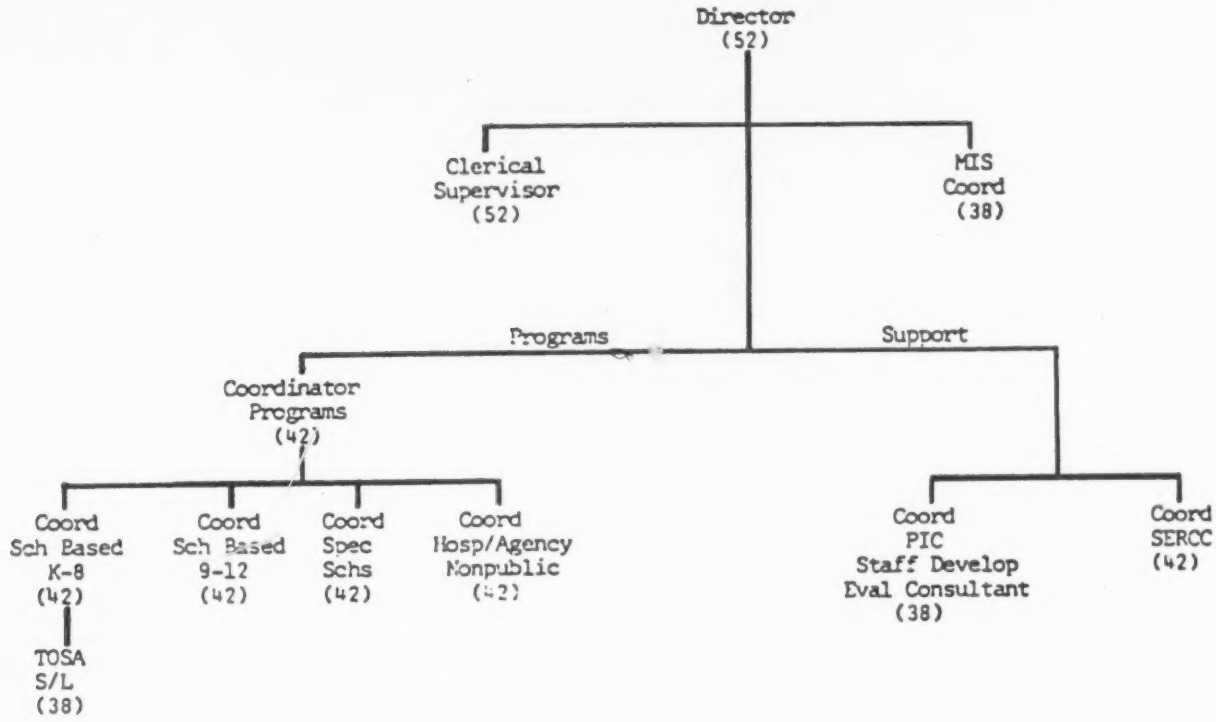
Chart #8

59

Chart #9

MINNEAPOLIS PUBLIC SCHOOLS
Special Education Department

Recommended Administrative Structure
8/81



STUDY OF ORGANIZATION: A Part of Minneapolis Public Schools' Long-Range Plan

Proposed for 1982-1983

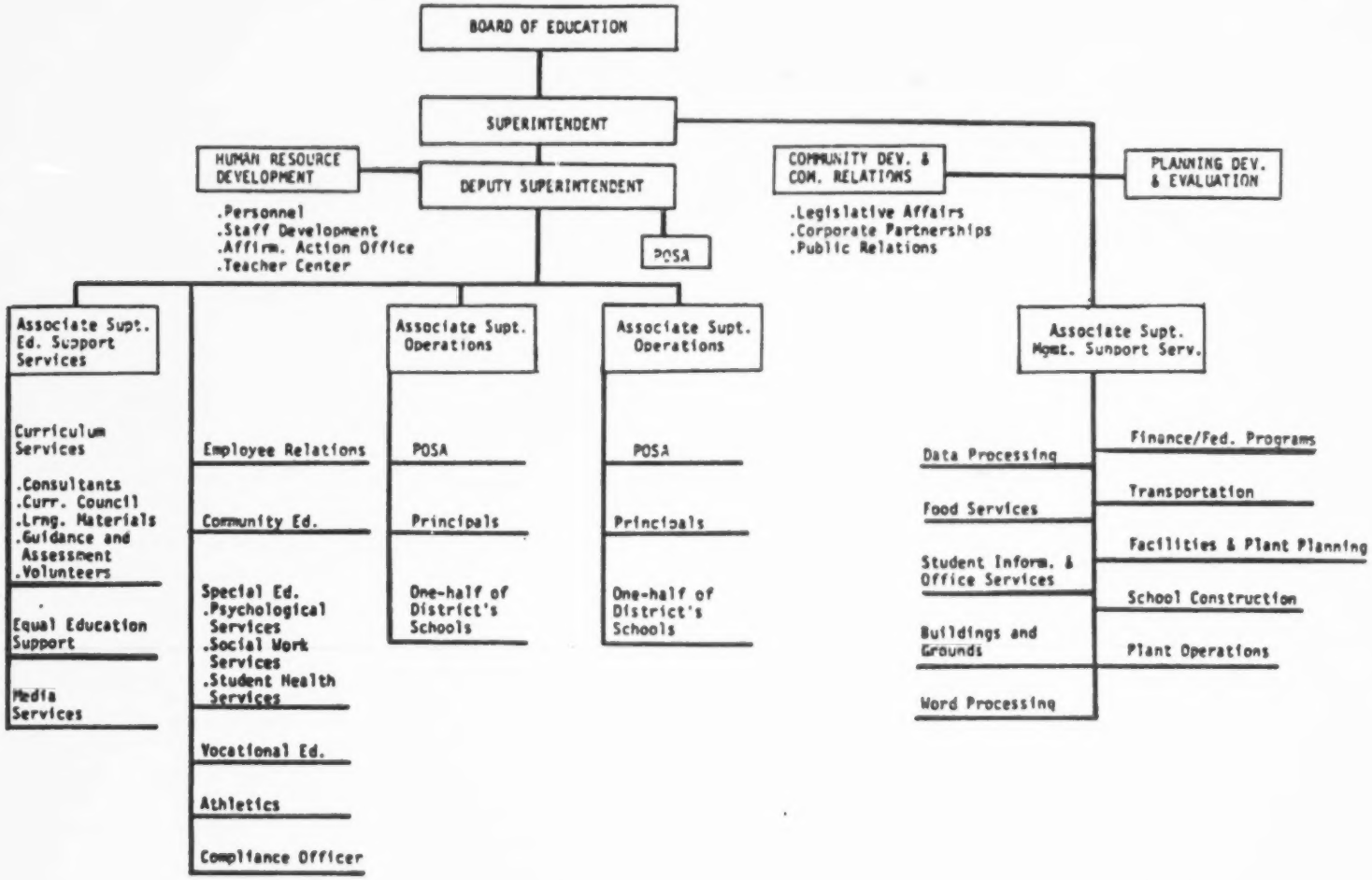


Chart #10

Chart #11

Minneapolis Public Schools
Special Education Department

Administrative Structure
1982-83
1984-85

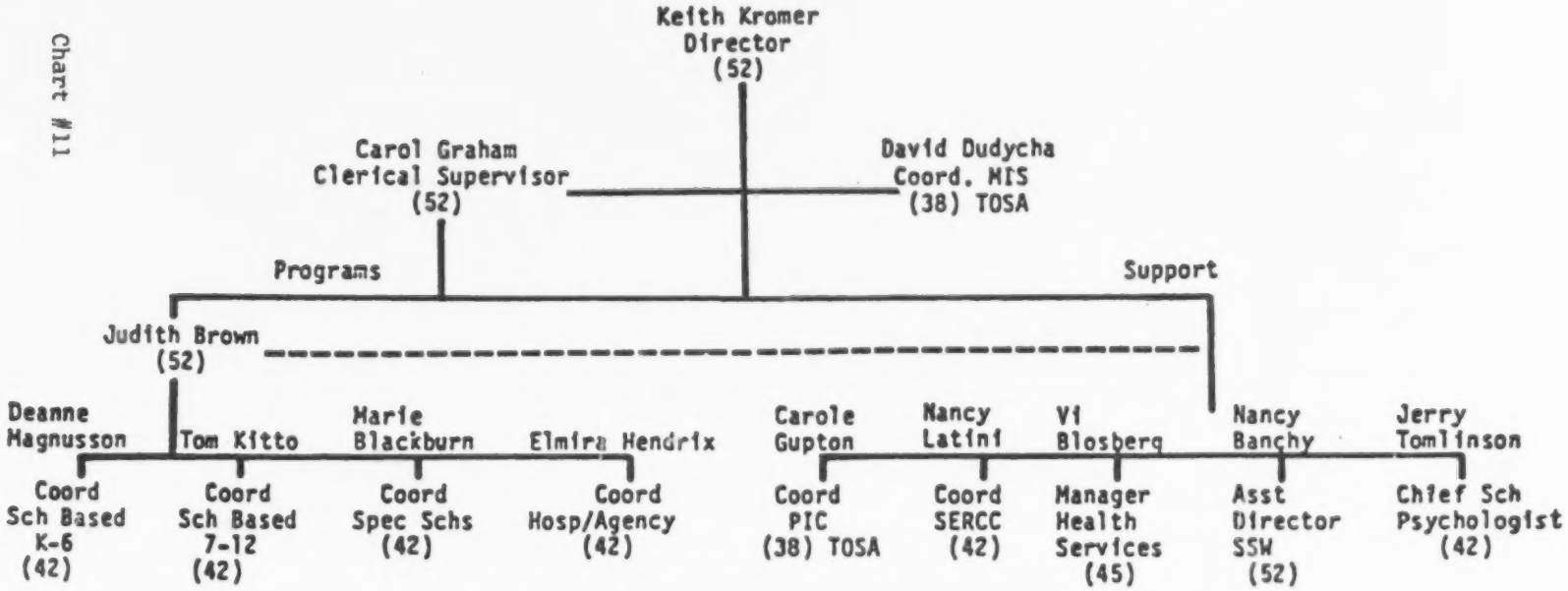
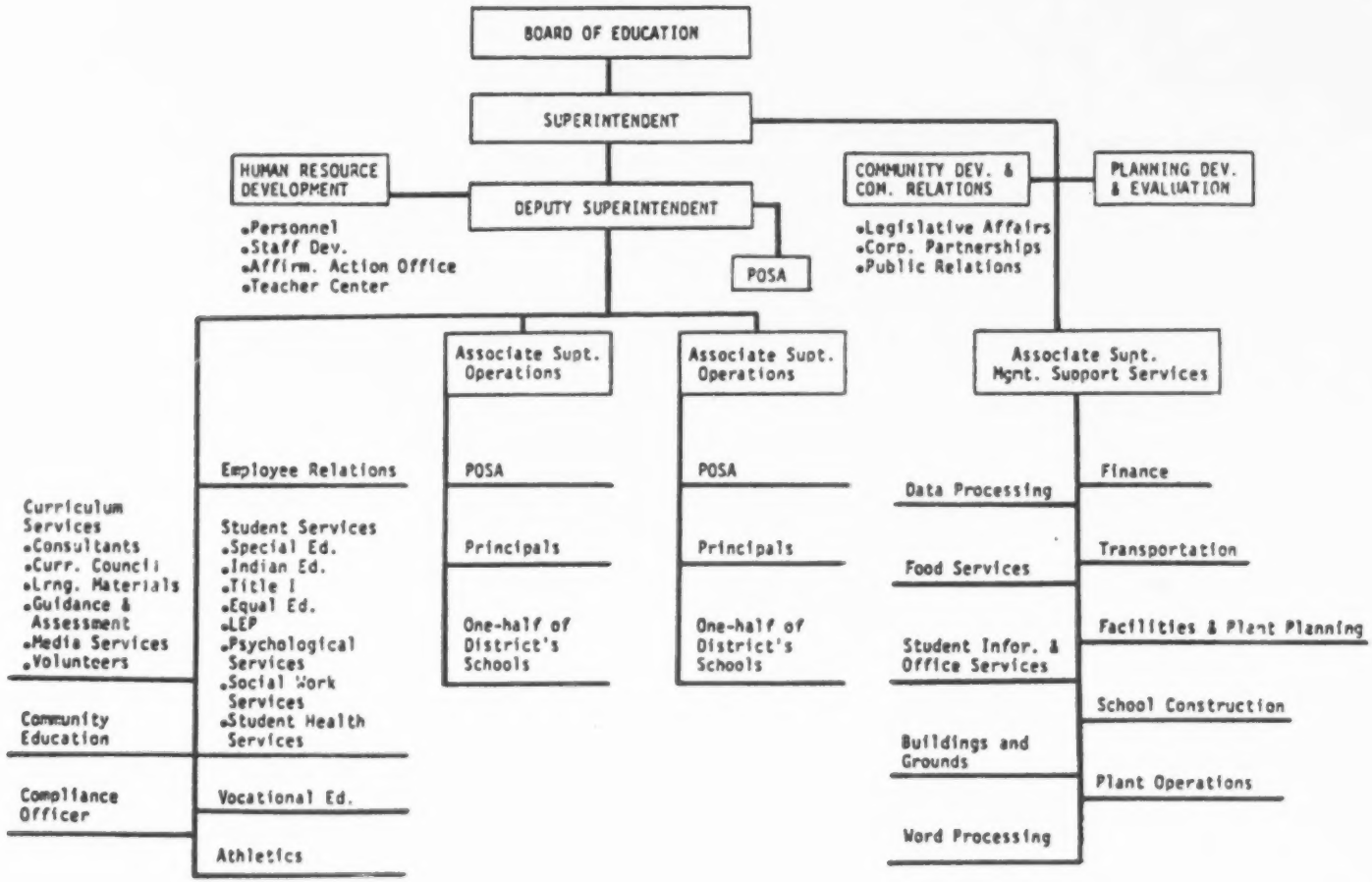


Chart #12

STUDY OF ORGANIZATION: A Part of Minneapolis Public Schools' Long-Range Plan

Proposed for 1983-1984



MINNEAPOLIS PUBLIC SCHOOLS
Special Education Department
Administrative Structure
1984-85

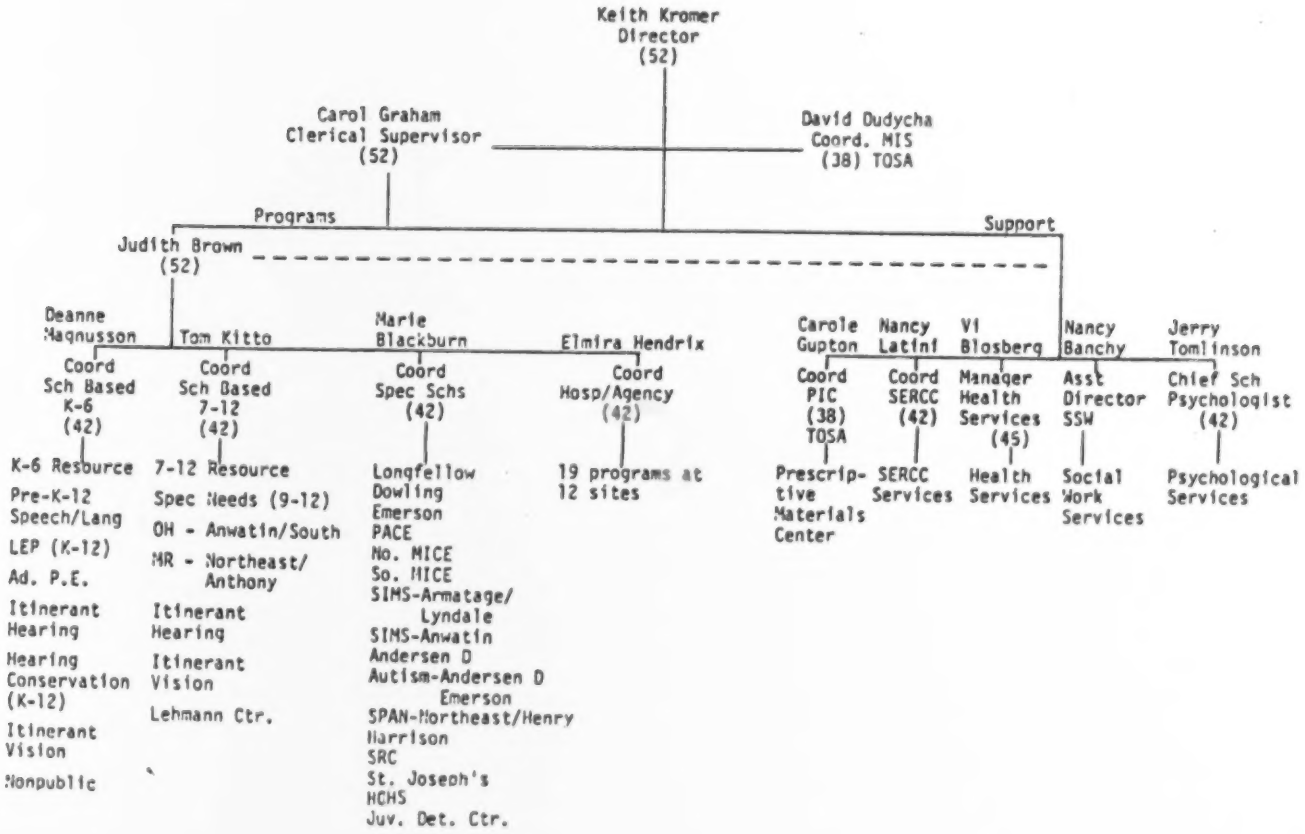


Chart #13

Organizational Change Processes

Leonard C. Burrello, Ed.D.

Introduction

Anyone attempting a formal study of the organization of special education would find a few scattered references, some fugitive xerox copies of organizational charts, and one published set of organizational descriptions. The published set came from the University of Minnesota series edited by Richard Johnson, Jerry Gross, and Richard Weatherman in 1974. Another set of organizational descriptions was published in 1979 by Burrello and Sage, and have been updated for fall publication in a new book entitled *Policy and Management Issues in Special Education Administration* (1986). Professionals in the field continue to be pre-occupied by both needed descriptions of environmental forces, specific beliefs or values, and professional trends or imperatives that seem to drive the need for organizational development. Hence, this conference, Evolving Organizational Structures in Special Education.

Why is this search so problematic? First, these variables seem to be most elusive, and yet politically explosive, and often defy description. Secondly, changes in structure, according to Matthew Miles (1975) are really changes in the "figure" which do not seem to warrant description beyond internal memorandum because larger changes in the "ground" or the structural description of the school organization are not often forthcoming. So, looking for organizational changes, one finds districts with added programs or services, but not changes in their underlying structure. According to an old French proverb "the more things change, the more things remain the same."

Miles argues that this occurs because many organizational changes are transient; they do not deal with the organizational components affected by the change. He depicts the structural perspectives within his schematic model of organization functioning and change within the permeable boundaries of the school organization (see figure 1).

Dimensions of the Schematic

Miles depicts the educational organization as bounded by a permeable or field set of boundaries open to influence by the larger society and community. Inputs come in the form of a mission statement or set of goals, distinctive staff, and diverse clients with varying degrees of resources. Each of the inputs effects the development of operational plans to guide the organization or resources and the specifications of role and expected performance. Intrinsic rewards take preference over extrinsic incentives that motivate staff to higher levels of performance. If all goes well, inputs, role expectations, and reward systems, including interpersonal and social relationships, result in some set of out-

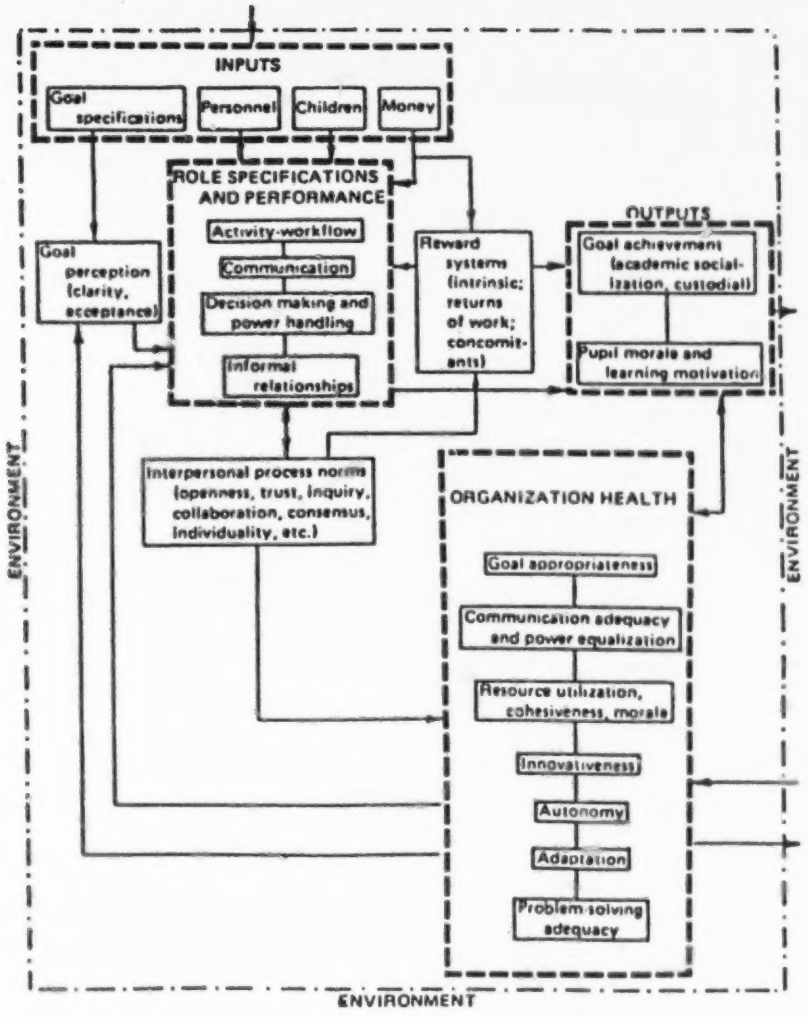


Figure 1 - Schematic model of organization functioning and change environment.

Adopted from Miles (1975), Managing Change in Educational Organizations.

puts. This system model, however, does not imply structure and strategy or other systems designed to help insure the outputs desired.

Miles focused attention on formal structure, while the informal organization was really more interesting and more relevant to the outputs. It appeared appropriate to become more preoccupied with the values which key leaders in the organization held, what they thought was important, and their capacity to influence, educate, and shape the values and beliefs held by their key constituencies. His framework includes the "soft data" on the properties of organizational health. In addition to beliefs, values and norms, these measures of goal appropriateness, communications, power distribution, group morale and cohesiveness, innovativeness, individual and group autonomy, and the capacity of the organization to change to internal or external circumstances using alternative problem solving processes are the "real stuff" of organizing and the elusive measures of organizational change.

Properties of Organizational Health

1. **Goal Focus**
   — reasonably clear and well accepted by organizational members
   — achievable with available resources and internal or external changes in surroundings
   — appropriate or congruent with the demands of the environment
2. **Communication Adequacy**
   — relatively distortion free
3. **Optimal Power Equalization**
   — relatively equal distribution of influence
4. **Resource Utilization**
   — personnel are being used effectively
5. **Cohesiveness**
   — organizational members identify with it
6. **Morale**
   — centered feelings of well being
7. **Innovativeness**
   — a capacity to invent, move, produce, diversify, and become more differentiated over time
8. **Autonomy**
   — a sense of independence to perform and expand
9. **Adaptation**
   — capacity to re-structure and respond to problems or opportunities
10. **Problem-Solving Adequacy**
    — coping capacity to deal with problems and unforeseen events (p. 227)

The question was raised, "organizing for what?" as Peters and Waterman did in their search for excellence in American corporations. This question is a more powerful diagnostic probe than searching for the new structural form of the eighties. Creating another organization sub-unit in special education programs, such as developing a delivery system for transitional programming, would be less important than demonstrating that the school's staff could prepare severely handicapped students for competitive work.

In other words, building new skills, changing the perceptions of teachers and community employers about the severely handicapped is, in Peters and Waterman's terms, more like "adding new muscle, shucking old habits, getting really good at something new to the culture" of the organization, is difficult, and clearly goes beyond structure—but is far more important. (Peters and Waterman, p. 9)

Another Set of Eyeglasses

Based upon the concepts of task, structure, people, information and control, and environment, Peters and Waterman identified and created a new framework (from Leavitt's diamond), which they call McKinsey 7.S. This framework depicts the intangibles or soft data that drives individual behavior and hence, organizational functions that we all observe. Each of the seven, when taken together, represent something analogous to the culture of the focal organization. (See figure 2)

This framework sets a larger template for both the manager and his/her staff, and outside resource persons to better understand the irrational and intuitive aspects of the informal organization. It goes beyond looking at structure and strategy to help all organizational participants assess what is right and what is wrong. Now seven domains, instead of two (structure and strategy), are available for analysis by the manager. Both hard and soft data could be used to manage the ambiguity unique to educational goal setting and implementation.

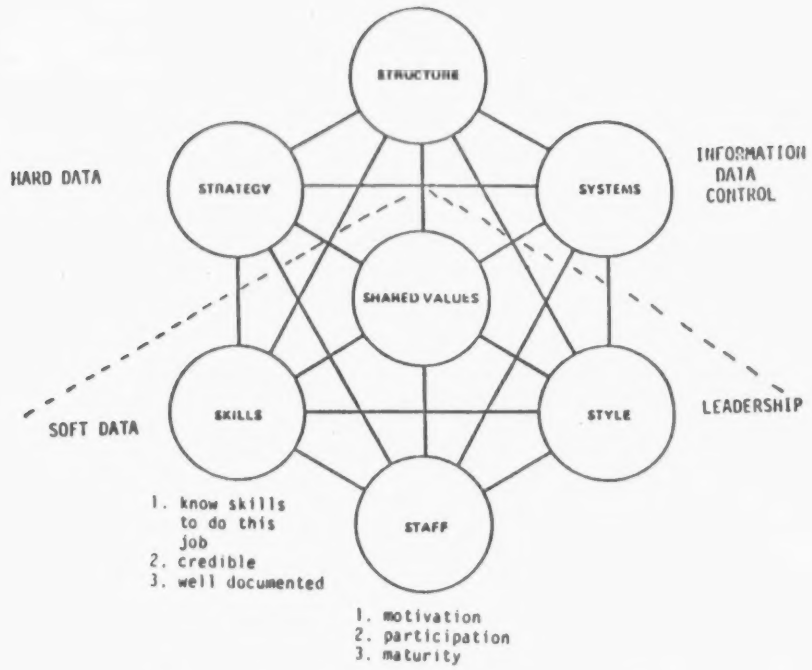


Figure 2 - McKinsey 7-S Framework®.
From Peters and Waterman, In Search of Excellence.

On top of this framework, Peters and Waterman still found something missing in their search for what differentiates good companies from excellent ones. They found, in their work with Royal Dutch Shell, that excellent companies were innovative and especially adroit at continually responding to organizational workspace. From their research within the corporate world, their famous eight characteristics evolved. Hence a new set of business commandments was developed which also put gold in their pockets:

Eight Attributes of Excellent Companies

1. Bias for action, for getting on with it
2. Staying close to the customer, listening intently and regularly
3. Autonomy and entrepreneurship, encouraging practical risking, and supporting good tries
4. Productivity through people, respect for the individual
5. Hands-on value driven, organizational achievements have more to do with our basic philosophy than anything else
6. Stick to the knitting, engage in the business you know fully and resist getting into any business you do not know
7. Simple form, lean staff, be elegantly simple

8. Simultaneously loose-tight properties, alternate between being both centralized and de-centralized

Organizational Change in Special Education: Four Case Studies

So what does this have to do with the topic under consideration: organizational structures in special education? Simply tracing how colleagues in Milwaukee, Indianapolis, Madison and Minneapolis got to where they are can identify certain factors which occurred internal or external to their organizational sub-unit (special education) which influenced the process. Milwaukee responded to a court order to more effectively process student referrals and placements, whereas, Indianapolis, Madison, and Minneapolis were more responsive to internal changes in their district's top leadership and the values held by the sub-unit's management personnel. Madison and Minnesota have followed checkered patterns to reach the same goal of integrating their organizational subunit into the larger internal super-structure.

In Miles' framework, Milwaukee, Madison, and Minneapolis' goal appropriateness was being redefined. In Indianapolis, new leadership sought to create a new pattern of resource utilization. Activity and work flow of role players were major observable performance factors in the Milwaukee structure with the eventual output resulting from court ordered compliance in referral and placement.

In Madison and Minneapolis, communication, decision-making and power building were key role factors observable in their organizational development. The outputs, while still tentative, point to more observable participation of mild and severely handicapped students in the school and community.

In Indianapolis, activity and work flow are the initial observable changes. Outputs are unclear. In both Madison and Minneapolis, as compared to the other two, internal norms and values held by the special education leadership appear to be the new standards of performance that will drive goal selection. In these two districts outcomes can more clearly be seen and developed as a function of district policy and leadership personnel. They remain unclear or absent in Milwaukee and Indianapolis.

Inter-Organizational Theory

How is organization development best accomplished? It was suggested earlier that the special education context is layered and intermingled. To best understand changes in either the "figure or the ground" the special education organization picture must include a description of its larger context. Terreberry (1961) writes about the evolution of organizational environment in just those terms. His chief thesis is "that the other formal organizations are, increasingly, the important components in the environment of any focal organizations." (Terreberry, p. 179) The evolution, he argues, is furthermore accompanied by an increase in the system's ability to learn and adapt to changing contingencies in intra-environmental as well as in extra-environmental contexts. For these reasons, inter-organizational theory is a fruitful body of literature to study in order to understand the evolution of organizations. Four organizational strategies which resolve around the focal organization, special education, and its impact on our capacity to set goals, have been described by Thompson and McEwen (1958). One is competition; the other three are subtypes of a cooperative strategy: bargaining, co-optation, and coalition.

Normally one does not consider competition as an example of an organizing strategy in educa-

tion since all of the students are entitled to a free and appropriate education. In their competitive struggle for students, intermediate districts who want to maintain programs, most often seek to retain handicapped students based upon the arguments of organizational efficiency and centralized expertise within their jurisdiction, rather than return their students to their respective local units. This same strategy is also apparent as LEA's market regional services in response to local needs.

The cooperative strategies all require direct interaction among organizations; and this, they argue, increases the environment's potential control over the focal organization. Consider special education formally or informally as the focal organization, apart from the "second party" regular education structure, to the extent that the second party is in a position to exercise control over the focal organization. As the ratio of control increases the second party, regular education, has the power to veto the actions special education. This is particularly true of cooperative structures, where the local boards of control have the power to sanction the goals and operational performance of the cooperative management of special education. In single district structures, clear bargaining is still possible, but veto power for such initiatives as mainstreaming increase the potential of alternative goals being included on the agenda. If refused, or not agreed to, then the veto may be invoked. An example of extra-organizational control is illustrated in terms of federal and state policies and requirements that flow out of law, rules and regulations. Local policies must be nested within these external driven parameters.

The second cooperative strategy, co-optation, makes further inroads into the selection of goals for the focal organization. The key factor in co-optation is the over-lapping membership of key actors in both the focal organization and the "other" or "second" organization. For example, the head of the union who happens to be a special educator may be able to negotiate for class size reductions across the district as well as for reduced numbers of students for those teachers receiving disabled students within the mainstreaming initiative. Co-optation thus aids in the integration of heterogeneous parts of a complex social system, such as special education with its multiple parts, each a sub-unit within a larger structure or unit.

The third cooperative strategy is coalition. Here two or more parties or organization units team for a common purpose. Thompson and McEwen believe this is an excellent form of environmental conditioning. Special educators have numerous examples of coalitioning behavior of inside and outside advocates who shape the internal policy of the other organization.

Theory into Practice

Returning to the case studies, competition appears to be less of a predominate strategy than the alternating use of each of the three cooperative strategies.

The order of use is probably easier to speculate upon than which one predominates. Coalition building is certainly the key factor that led to the creation of modern special education structures in each of these examples except Indianapolis. Co-optation is or was the apparent strategy in Madison, and to somewhat of a lesser degree in Minneapolis. Bargaining within the sub-unit and between the sub-units of special education and the other organization is more of a factor in Milwaukee and Indianapolis presently. These two larger districts have maintained major self-contained divisions with relatively little interaction as a whole with regular education. In short, they have had to get their own act together before trying to impact regular education policies and practices.

Summary

This writer's attempt to describe organizational change and evolution in special education was driven by a belief that the informal organization is a more useful and powerful explanation of what has

been observed. Miles' properties of organizational health serve as an excellent barometer of organizational deviation and change. A set of inter-organizational strategies were suggested to better understand how the focal organization changes in response to external and internal entities.

A set of tactics that are at the disposal of district leadership to bring about organizational changes close out this commentary.

Suggested Tactics

Six coercion tactics are frequently mentioned by organizational development consultants to assist the manager to move his/her organization within each of the three cooperative strategies of bargaining, co-optation, and coalition building. Each is listed below with a short explanation. Certainly combining and alternating tactics is widely recommended.

Team Training within and between members of the focal organization and other organizations that is goal focused.

Role Based Workshops to infuse and diffuse new ideas, technology, and programs to insure cooperation targeted to administrative, supervisory and instructional roles.

Self-Study to raise a future agenda for change.

Action Research on key questions/services affecting the development of a program or the evaluation of an existing program or student.

Heightened Concentration through intense vertical and horizontal data flow.

Expert Facilitation through the employment of outside consultants to confront traditional interpersonal transactions and norms in either horizontal or vertical personnel groups.

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Reflections on Evolving Organizational Structures

Editorial Reactions to Jack Frymier, Ph.D.

Reflecting upon the two-day conference, Frymier identified and summarized two general comments. First of all, throughout the case study presentations, five key elements were apparent. That is, certain *events*, *people*, *ideas*, and *processes* over *time* always seemed to be involved in each organizations effort at organizing. Dan Sage's presentation provided a description of the elements and factors, and the case studies were illustrations that documented and elaborated upon those ideas. These five elements were implicit, if not explicit, in the presentations.

Secondly, Frymier stated that when one talks about organizations, a means for making comparisons is necessary. One method that presenters had utilized, which had been very instructive and helpful, was to compare how things were in various districts to how things are today. Frymier indicated that it was not possible just to talk about organizations abstractly without some benchmark for comparison. In his search for a benchmark, Frymier stated his reluctance to look at the way things are now compared to the way they used to be — that is simply inadequate. Things often return to the place they were when first looked at. To look at things at one point and then compare them to another and suggest that this is progress would be an error.

In light of the above discussion, Frymier suggested the structure and organization of American government, and specifically the Constitution, as an anchor to look at organizational considerations. With this benchmark in mind, he identified five theoretical dimensions.

Goal Dimension: Goals are clearly a very central consideration. In general, goals are clarified and ratified. Much time in education is spent clarifying goals but not much time is spent ratifying them. Goals must not just be articulated, they must also be accepted.

Domain Dimension: This dimension specifies the separation of power and authority with respect to geography, as opposed to the separation of power according to function (which is the third dimension).

Function Dimension: In the Constitution, there is a clear allocation of authority to perform different functions (e.g., legislative, executive and judicial). This differs from differentiation of authority by geography (federal, state, and local authority). In education there is too little thought about how to separate authority by function.

Confidence Dimension: This dimension is illustrated by a system of checks and balances as well as the notion of due process. It is the extent to which the processes that are involved assure that the people who are affected can trust the outcomes. The system is open to new information and learns from the experience, thus people have confidence in what is involved. This dimension clearly relates to the notion of accountability.

Records Dimension: The idea behind this dimension is that laws are recorded and court decisions are codified. This speaks to the presence of official reality.

Looking at the Constitution as a means of organizing, therefore, provides a benchmark against which to talk about organizational considerations in schools.

Given this framework, Frymier identified and discussed five generalizations or considerations. First, he expressed apprehension with organizations whose structure is rooted in the personality or existence of any one person. It seems that, although it is nice to change, it is not a good idea to change just because the people at the top have changed. Given the large number of constructs in organizational theory, there are probably a number of elements that could be capitalized upon and built into organizational considerations which will endure even if people move on — try to sort out these organizational constructs. In all of the case studies presented, it seemed that a change in the organization structure corresponded directly to a change in personnel.

Several words were said over and over: authority, responsibility, and freedom (Frymier added). These are inseparable notions. If one has the responsibility for schools, s/he should have some authority in what happens there (teacher and curriculum selection). Furthermore, if one has authority, then they must have some freedom — authority means having some degree of latitude. So these three are inseparable. This is the second theoretical consideration that came to mind.

Frymier's third consideration dealt with the notion of centralization versus de-centralization. One can have things centralized or decentralized, and one can also differentiate the kinds of decisions that people make. For purposes of discussion, Frymier called some of these decisions "significant" and some of them "routine". Decentralization of decisions that are significant will be a plus. Centralization of significant decisions will be a minus. Similarly, de-centralization of decisions that are routine, will be a minus, whereas centralization of routine decisions will be a plus. Frymier hypothesized that educators do think about differentiation of decisions with respect to allocation of authority according to geography. He would like to encourage an effort to think through the notion of centralization versus de-centralization, not just by thinking about this at the district and building level, but also by what kinds of decisions should be made. Furthermore, he would also encourage sorting that out with respect to the function dimension.

The fourth generalization identified by Frymier dealt with the words or language used by districts in their organization efforts. Words are abstractions that give a tremendous power to thought. The "playing with words" that obviously went on in Madison (change from specialized students services to integrated student services) is fascinating. In that case, their use of words provided a new direction as they used words in new and different ways. Words are very powerful things. The notion of parallel structure as opposed to integration is interesting. These words conjure up images in people's minds and they come to think differently. Consequently, when people are thinking about organizations, they need to be very conscious of the words they use. Superb organizations use language superbly.

Frymier's last generalization dealt with the need for criteria related to organization. For example, the Food and Drug Administration uses two criteria to determine whether or not drugs should be sold. These include:

1. is it safe?
2. is it effective?

Frymier raised the question of what would happen if these criteria were applied to education. Admittedly, this is not a good model and Frymier did not purport to have the answer. However, the important question—what are the criteria that should be considered—was raised.

In summary, Frymier indicated that there were three things implicit in his comments. First of all, *ideas* are more important than *money*. Secondly, *words* are much more important than *numbers*. And last of all, *people* are more important than *programs*. Organizational constructs such as those presented reflected these kinds of things. Therefore, organizers, should concentrate on ideas, words, and people rather than placing emphasis on money, numbers, or programs.

Evolving Organizational Structures: A Summary

Eileen McCarthy, Ph.D.

My task is to summarize, reflect, and perhaps critique the collection of papers that have been presented in this conference. The task has been partially done, or at least started, in that both Burrello and Frymier have spoken in response to the four case studies presented.

In his reflections on the conference, Frymier communicated his personal feeling (based on his previous experiences with the field of special education) that much of what happens (too much, probably) generates from visceral experiences more than theoretical foundations. Competition for turf seems to be ever present, and in its affect on program quality, organization doesn't seem to make much difference. Frymier observed that changes in organizational structure were typically closely connected to certain personalities and certain events, and while certain ideas and processes may have prevailed over time, there has been a relative lack of theoretical underpinning.

Frymier noted that to find an anchor on which to base organizational considerations, one might look at the structure of our government, and its theoretical dimensions. These can be classified as involving:

(1) The goal dimension. Goals must be clarified, and more important, ratified.

(2) The domain dimension. The separation of power/authority according to geography.

(3) The function dimension. The separation of power/authority according to function.

(4) The confidence dimension. The trust that must exist within the checks and balances framework of due process and accountability.

(5) The records dimension. The codification of decisions into laws and regulations to produce official reality.

Within this context, Frymier noted the problems portrayed in the four case studies that seemed to be based on the connections between authority, responsibility, and freedom. This is particularly evident in the tension between centralization versus diffusion as an organizational issue for public school special education programs. Frymier's admonition was that the centralization of routine decision making and the decentralization of significant decision making would tend to enhance total organizational potential. This view would seem to be capable of setting the stage for another debate devoted to the definition of "routine" and "significant."

Burrello's paper nicely summarized the range of change strategies which have been evident in the four settings described in the other presentations. The presence of *competition* as well as the three sub-types of cooperative strategies, *bargaining*, *co-optation*, and *coalition* was noted. The

question of how organizational changes are affected by being "under the gun" was noted. The pressure of the Milwaukee Task Force and orders from the State Education Department would seem to be qualitatively different from the kind of study imposed in Indianapolis, and certainly different from the ambience of Madison and Minneapolis. The alternative use of coalition building, co-optation, and bargaining in each of the cities was made quite clear.

Building on some of Frymier's and Burrello's observations, it is possible to identify some persistent themes which seem to have been present in a number of the case studies. These can be described as major issues, with perhaps some sub-issues which fall within, or relate to the major ones.

A major issue is *territoriality*. Empire building and the reaction thereto may be based on a number of problems. The ambiguity in the definitions and/or scope of special education plays an important role of how the LEA organizes. The conception of special education as an instructional versus a support/related service influences whether special education is a part of a larger domain of pupil services, or pupil services is a part of a larger domain of special education. It was clear that changes can be made capriciously (as in Minneapolis) as a result of a key administrator's personal perception and professional background. A sub-issue here was very clear in Milwaukee, where the professional status of psychologists and social workers was threatened by organizational changes. Clearly, the Madison experience is evidence of a letting down of "their territorial turf", where options for all students becomes the focus of integrated student services rather than the standard parallelism often seen. The interdependency of middle management and shared decision making contributed to this relaxation of boundaries.

A second major issue, though obviously related to the first, was *enrollment imbalance* caused by the simultaneous decline in general enrollment and incline in proportionate special education enrollment. This impacted on fears of special education taking in too much territory at the time of administrative staff reduction. This is complicated by the coincident external advocacy for more service. The Minneapolis case demonstrates this most vividly, but it was certainly evident in Milwaukee and Indianapolis. Of course, concomittant with disproportionate growth is the fear of a disproportionate distribution of resources.

Another major issue seems to be *categorical de-emphasis*. Perceptions of differentiation among types of exceptionalities and the technicalities of service supervision are upset by organizational changes. Since abandonment of the "two-box theory" and adoption of true service continua tends to lead to the assignment of special education personnel to regular areas of responsibility, sometimes on an ad hoc basis, questions of appropriate organization become complicated. As noted by Sage, this categorical de-emphasis as a basis for organizing programs and their management has "tended to move away from a focus on form toward a focus on function."

The problem of *centralization* and the trade-offs associated with changes in the degree of diffusion of responsibility were very clear in Minneapolis, Milwaukee, and Indianapolis. Concerns with loss of status versus the benefit of autonomy, as well as the affect on communication and coordination, are key considerations. The affect of "top down" planning and communication in Indianapolis was noted. The varying use of the term "zone" to mean rather different things at different times in Milwaukee adds a complexity to this issue. A sub-issue here is the complexity of a matrix model where certain personnel are *administratively* responsible to one office but *professionally* responsible to another. The importance of a fixed point of accountability, and the complexity of communication in such settings was noted in the Milwaukee situation.

A final, perhaps over-riding issue is that of *backlash*. It was noted in more than one setting that the effect of externally imposed accountability (laws, regulations, and other red-tape) co-incident with a "back to basics" philosophic trend sets up a most complex dilemma. The press for excellence, and its impact on equity considerations, certainly adds to the complexity of the environment in which organizational changes can occur. This enhances the need for careful assessment of the climate for change, meticulous timing, communication with stakeholders, and more than a little luck.

Throughout the process of organizational change the importance of the evaluation of that change cannot be underestimated. Political involvement and attention to public relations is essential as well as personnel training and research and development.

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